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district of Parry Sound local government study



Prepared for :

**Ministry of Treasury, Economics
and Intergovernmental Affairs
and
District of Parry Sound
Municipal Association**

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RESEARCH REPORT

DISTRICT OF PARRY SOUND

LOCAL GOVERNMENT STUDY

APRIL 1976

PREPARED FOR:

Ministry of Treasury, Economics
and Intergovernmental Affairs
and
The District of Parry Sound
Municipal Association

PREPARED BY:

District of Parry Sound
Local Government Study Group
D. K. Martin, Study Officer



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PREFACE

The District of Parry Sound Local Government Study was established in late 1973 in response to a request by the District of Parry Sound Municipal Association for a Provincial Government study of planning and administration in the District of Parry Sound. The Study terms of reference include the undertaking of such activities as: review and report on various aspects of local government; general surveys and analyses of physical, economic and social characteristics and issues; detailed surveys of particular areas, trends or problems; and liaison with municipal councils, boards, groups and associations, and the general public.

Purposes of this Report

This Research Report has been published as a public report in accordance with the terms of reference and with a number of purposes in mind. First, it provides a common source of detailed information on the population and economy of the District of Parry Sound, and on the structure, functions and financial aspects of the complex local government system in the District. It is hoped that this will be useful to all municipalities, groups, Provincial and private agencies, and individuals interested in the present characteristics and the future of the area. Second, this report indicates the observations of the Study to date on such matters as: population and economic trends; the capability and character of the local government system; and geographical community patterns that may be used in discussing structural changes in the municipal and local government system now operating. Third, the Research Report is a companion report to the District Atlas, which is a set of 28 maps showing a large number of different features and information in the Study Area. The maps portray graphically and geographically some of the detailed information contained in this Report accompanied by explanations of the purpose, sources, and definition of the mapped information.

A Note on the Study Area

The area covered by this Study includes the District of Parry Sound and some adjacent territory in the District of Nipissing. Chisholm Township in Nipissing agreed to participate in the Study with its neighbours in the District of Parry Sound since it has considerable contact with Powassan and South Himsworth. Portions of the four unorganized townships south of Chisholm, between the District of Parry Sound boundary on the west and Algonquin Park on the east, were included to round out the Study Area boundaries and because the limited access to these townships is through Parry Sound District. However, information for the Nipissing District portion of the Study Area was not available on some subjects covered by charts and analyses in the Research Report (e.g. property assessment).

Study Reports and Publications

The reader is referred to the following publications made available since the Study began its research and meetings in early 1974;

- Soundings #1 (May 1974): An introductory newsletter distributed as a newspaper supplement in the Study Area, it described the background, issues, organization and terms of reference of the Study.
- Analysis of Planning Issues, Problems and Needs in the District of Parry Sound (July 1974): This Report, prepared for the Study by Proctor and Redfern Limited, discussed land use planning in the District and suggested alternatives for discussion purposes of future requirements for planning and local government reform.
- Soundings #2 (August 1975): This newsletter summarized Study work to date, outlined material on local government responsibilities in the Study Area, and offered, for discussion purposes, the tentative conclusions of the Study Group on municipal consolidation and joint planning.

The Study Staff have collected and produced a large amount of material that is only summarized in this Research Report and in the District Atlas. This includes detailed field maps for each township (showing existing land use), assessment analyses, and surveys conducted by the Study staff and the two high schools in the District, among other material. Municipalities, groups and individuals interested in more detailed information than is contained in this Report should contact the Study Office.

Future of The Study

This Report, summarizing the information collected and analysed over the past eighteen months, provides the basis for a final report to be produced in June, 1976. The Final Report will contain the conclusions and recommendations of the Study. It will propose those changes in the system of local government which, in the opinion of the Study Group, are indicated by their research and examination of Parry Sound District.

The recommendations made at that time will represent their opinions only. They will not necessarily represent the opinion of the Province or the local municipalities. The reader is encouraged to keep his copy of this Research Report available because it will be of considerable value in understanding and analysing the recommendations in the Final Report. In addition, there will be ample opportunity for public views to be expressed before and after production of the Final Report for which this document should be a valuable tool.

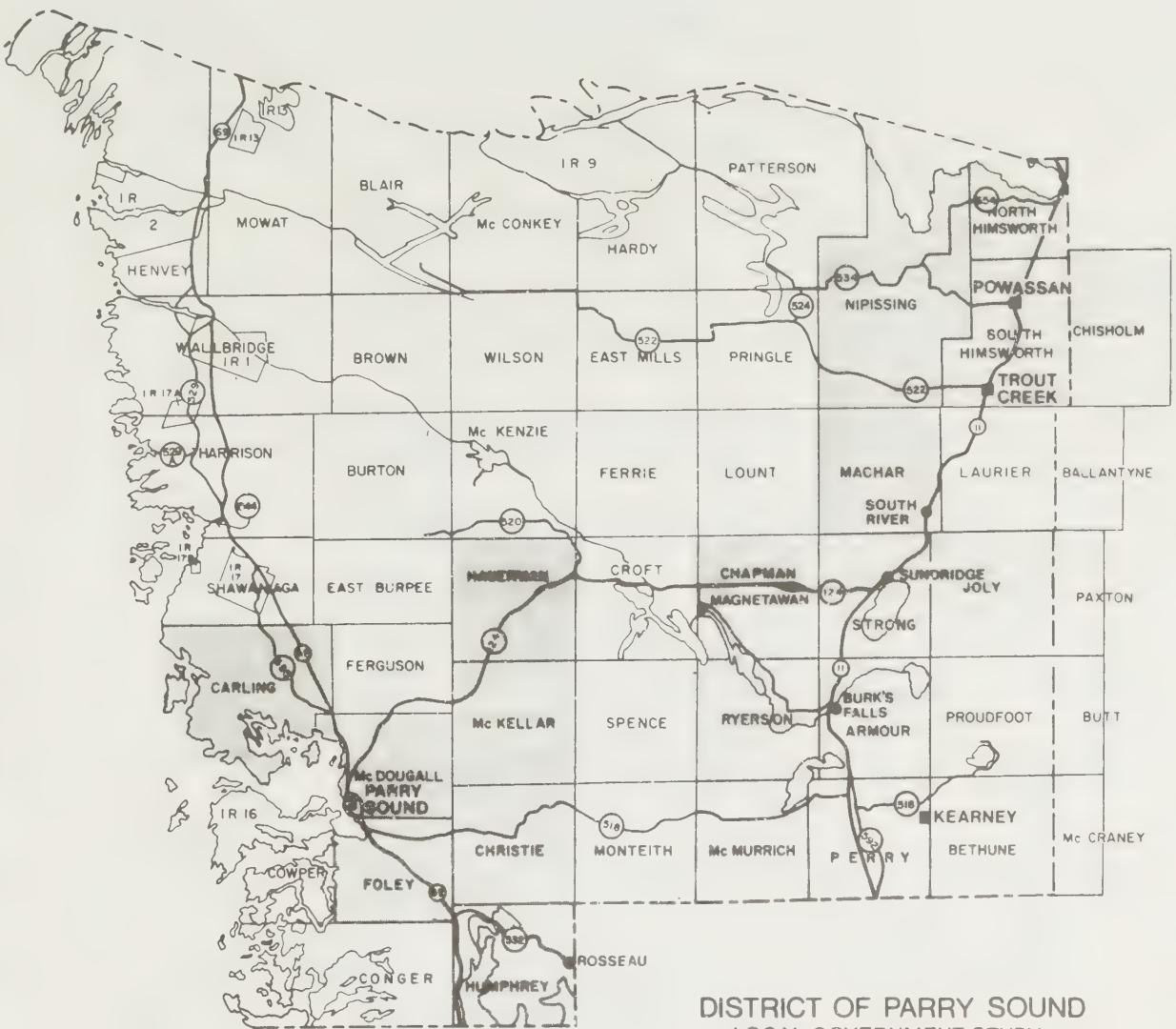
Acknowledgements

The publication of this Report was made possible through the efforts of many individuals and groups. Their contributions of information, time and experience are appreciated. Information was provided by municipal clerk-treasurers, board administrators and the staff of Provincial ministries and agencies: these and other sources are credited in footnotes to the tables in this Report. These present and past members of the Study Group contributed their time and knowledge: James K. Barker (Ministry of Natural Resources), Krys Sowa (Ministry of Housing), Fred Hill (Ministry of Treasury, Economics and Intergovernmental

Affairs), and Ron Foy (formerly with Ministry of Housing). Study staff members who worked out of the Sundridge local office included Mark Garrett, Glenda Schneider, Richard Douglas, David Mayeye and Katherine Okkonen. Special thanks go to members of the Local Government Organization Branch, Ministry of Treasury, Economics and Intergovernmental Affairs, and to the Cartography Unit of the Ministry of Housing.

The contents and opinions expressed in this Research Report, and any errors or omissions, are the responsibility of the Study Officer, David K. Martin. Comments, questions, and requests for further information should be directed to him at:

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DISTRICT OF PARRY SOUND
LOCAL GOVERNMENT STUDY

0 10 20 Miles
Scale

- Town
- Village
- Township Municipality
- Geographic Township
- - - District Boundary
- Provincial Highway

MAP 1
THE STUDY AREA

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CHAPTER I - POPULATION AND THE ECONOMY

(a) POPULATION

1. Overall District Patterns:

The District of Parry Sound has experienced little variation in its total permanent population in the past fifty years (see Table I-1 below). Throughout the 1921-1971 period, the population has remained within the 26,000 to 30,000 range. The small variations have been due to out-migration during the Depression years and in-migration to World War II factories, and a small but progressive increase since 1951. The fact that it has remained stable rather than increased considerably provides a startling contrast with the Province as a whole. While the District grew by 2.1% between 1961 and 1971, the Province's population grew by 23.5%. Almost all areas in the District showed larger growth (or smaller declines) in the 1966-71 period than in the early 1960's period. Foley and Hagerman Townships are the only exceptions.

TABLE I-1 PERMANENT POPULATION
DISTRICT OF PARRY SOUND, 1921-1971 (Census) and 1974

1921 - 26,860	1951 - 27,371	1971 - 30,245
1931 - 25,900	1956 - 28,095	1974 - 29,087
1941 - 30,083	1961 - 29,632	(Assessed population and Indian Reserves)
	1966 - 28,335	

Within this stable total there have been some significant changes in the structure of the population. Table I-2 shows urban and rural totals in the 1951-1971 period. The direction of change in all categories shown is similar for both Parry Sound District and the Province but the urban-rural split is quite different. The urban proportion for Parry Sound District is much lower (30.6% in 1971 as compared to 82.4% for Ontario), with a proportionately higher rural percentage than the Province. The non-farm rural population is increasing in the District while it is remaining fairly stable for the Province.

The down-turn in urban population (centres over 1,000) between 1961 and 1971 in the District is a very important trend. It reflects the restrictions the present urban boundaries and physical features are placing on the growth of Parry Sound and Powassan in particular. As Atlas Map 1 clearly shows, there is considerable development ("overspill") near the large urban centres, especially in McDougall, Armour, Strong, Machar, and South Himsworth Townships.

TABLE I-2
RURAL-URBAN DISTRIBUTION OF POPULATION,⁽¹⁾
PARRY SOUND DISTRICT AND ONTARIO 1951-1971

		<u>Urban</u>	Rural <u>Farm</u>	Rural <u>Non-Farm</u>	<u>Total</u>
District of Parry Sound	1951	18.9	25.2	55.9	100.00
	1961	31.5	12.4	56.1	100.00
	1971	30.6	6.9	62.5	100.00
Province of Ontario	1951	73.4	13.9	12.7	100.00
	1961	77.3	8.2	14.5	100.00
	1971	82.4	4.7	12.9	100.00

NOTE: 1. Definitions: Urban - towns and villages over 1000. Rural farm - living on Census farms (\$50 or more in agricultural sales) Rural non-farm - all others.

SOURCE: Census of Canada, 1971

Another change that is taking place within the population of the Parry Sound District is the growth and increasing impact of seasonal residents. Table I-3 contains household data for each township. The "waterfront household" column, derived from assessment records, is a fair indication of present seasonal household (cottage) distribution in the District of Parry Sound. The accommodation available for tourists, travellers and others staying in commercial facilities is another indication of the potential population of the Study Area, especially on summer weekends.

TABLE I-3 POPULATION INDICATORS, 1974

- 3 -

MUNICIPALITY OR TOWNSHIP	ASSESSED POPULATION	ASSESSED HOUSEHOLDS ⁽¹⁾				COMMERCIAL RESORT CAPACITY ⁽²⁾
		PERM. RES'L	PERM. FARM	WATER- FRONT	TOTAL	
KEARNEY	286	93	-	47	140	71
PARRY SOUND	5,614	1,935	-	2	1,937	281
POWASSAN	1,225	340	5	-	345	?
TROUT CREEK	594	162	2	-	164	28
BURKS FALLS	766	324	1	-	325	193
MAGNETAWAN	187	87	-	20	107	6
ROSSEAU	207	135	-	1	136	24
SOUTH RIVER	1,100	380	-	-	380	?
SUNDRIDGE	691	294	-	7	301	149
ARMOUR	792	295	59	364	718	1,699
CARLING	485	155	8	885	1,048	1,009
CHAPMAN	308	73	44	314	431	563
CHRISTIE	298	99	25	484	608	295
FOLEY	1,046	308	6	560	874	1,151
HAGERMAN	309	106	18	400	524	266
HUMPHREY	574	115	17	842	974	696
JOLY	75	19	11	39	69	28
MACHAR	453	181	35	295	511	297
MC DOUGLALL	2,332	775	19	256	1,050	643
MC KELLAR	481	156	37	505	698	492
MC MURRICH	419	214	18	104	336	60
NIPPISSING	948	203	93	427	723	1,359
NORTH HIMSWORTH	2,270	605	28	165	798	1,070 +
PERRY	918	406	24	417	847	1,189
RYERSON	368	115	52	129	296	380
SOUTH HIMSWORTH	1,238	261	90	2	353	226
STRONG	1,067	275	60	240	575	953
TOTAL	25,050	8,111	652	6,505	15,268	13,128 +
BETHUNE	105	54	3	94	151	96
BLAIR	1	1	-	242	243	108
BROWN	0	-	-	19	19	?
BURTON	43	32	-	100	132	0
CONGER	132	28	3	950	981	362
COWPER	40	1	-	607	608	116
CROFT	224	81	9	254	344	1,462 +
EAST BURPEE	0	-	-	19	19	0
EAST MILLS	555	191	22	126	339	325 +
FERGUSON	130	45	8	160	213	285
FERRIE	17	1	-	5	6	0
HARDY	95	25	12	127	164	185
HARRISON	246	74	-	712	786	728
HENVEY (3)	222	53	8	294	355	375
LAURIER	121	43	11	26	80	0
LOUNT	81	21	15	103	139	297
MC CONKEY	37	11	9	80	100	219
MC KENZIE	91	42	3	213	258	722
MONTEITH	42	49	3	142	194	34
MOWAT	21	6	-	57	63	281
PATTERSON	164	49	10	231	290	579
PRINGLE	278	76	27	30	133	152
PROUDFOOT	70	62	5	251	318	453
SHAWANAGA	33	19	-	209	228	130
SPENCE	50	22	13	72	107	0
WALLBRIDGE	540	165	-	270	435	736
WILSON	147	51	10	141	202	619
TOTAL	3,485	1,202	171	5,534	6,907	8,264 +
GRAND TOTAL⁽⁴⁾	29,087	9,313	823	12,039	22,175	21,392 +

- NOTES: 1. Waterfront total is from WFSU (Waterfront Shelter Unit) Code and is not completely accurate "cottage count" (See Atlas Map 15)
 2. Excludes Provincial Parks. See Tables I-13, I-14 for +, ?
 3. Includes Unsurveyed territory to its north
 4. Excludes 552 residents of Indian Reserves in 1974

SOURCES: Assessment Division, Ministry of Revenue

2. Permanent Population Distribution:

The present distribution of population is shown by the dot map in Atlas Map 1. Table I-3 gives assessed population and household data for each municipality and unorganized township. Table I-4 shows population by municipality and for the unorganized territory. Generally speaking there are few areas where growth is occurring and in some cases decline is evident.

The unorganized townships show a continuing decline in population. Taken together, they declined in population by 9.2% between 1961 and 1971. (This includes the annexation of Gurd township by Nipissing in 1969). East Mills and Wallbridge geographic townships each have populations larger than ten of the organized townships. None of the unorganized townships has more than 650 people and twelve have between 100 and 350 people. Ten of the twenty-eight unorganized townships showed an increase in population between 1966 and 1971.

Population growth in the organized portions of the District has been small. Most of it has occurred in the lake-dotted, largely recreational townships surrounding the Town of Parry Sound: in Carling, McKellar, Christie, Foley, and Humphrey Townships and in the Highway 11 corridor portion of Northeast Parry Sound District, the latter group largely in response to employment opportunities in North Bay which are within relatively easy commuting distance of South River and even Sundridge. Most townships in the centre and southeast have either remained stable or have declined in population.

The strength of North Bay's present industrial base and the likelihood of stability and some growth from employment opportunities in the Carling Industrial Park will probably ensure that the areas within their laboursheds will continue to dominate the District. The central and southeast will probably continue to be stable only, with no large manufacturing or public facilities plants likely to locate in these areas in the future.

TABLE I-4 - PERMANENT POPULATION 1961 - 1974

MUNICIPALITY	CENSUS 1961		CENSUS 1971		POPULATION CHANGES		ASSESSED POPULATION	
	Actual	% of District	Actual	% of District	(% per year - Census)		(% per year)	
					1961-1966	1966-1971	1971-1974	1966-1974
KEARNEY	365	1.2	316	1.0	- 2.7	- 0.5	319	286 - 1.3
PARRY SOUND	6,004	20.3	5,901	19.3	- 0.3	- 0.2	5,868	5,485 - 0.5
POWASSAN	1,064	3.6	1,071	3.8	- 0.1	1.7	1,080	1,056 - 1.7
TROUT CREEK	510	1.7	520	1.9	0.4	2.4	504	566 594 2.2
BURKS FALLS	926	3.1	864	891	- 1.3	0.6	1,070	851 - 3.6
MAGNETAWA	205	0.7	192	204	- 1.3	1.2	223	208 - 2.0
ROSEAU	233	0.8	231	269	- 0.2	3.1	219	236 - 0.6
SOUTH RIVER	1,044	3.5	939	1,052	- 2.0	2.3	958	1,009 1,100 - 1.8
SUNDRIKE	756	2.6	714	723	- 1.1	0.3	786	697 691 - 1.5
ARMOUR	788	2.7	777	842	- 0.8	1.6	773	782 792 0.2
CARLING	369	1.2	397	497	1.6	1.5	380	408 485 3.4
CHAPMAN	320	1.1	326	314	1.0	0.4	374	312 308 - 2.2
CERISTIE	277	0.9	294	318	1.1	1.2	270	297 298 1.3
FOLEY	311	2.7	1,013	1,160	3.8	5.0	945	1,077 1,046 1.3
HAGERMAN	388	1.3	374	347	1.1	- 0.7	373	355 309 - 2.1
HUMPHREY	453	1.5	436	598	2.0	- 0.8	430	563 574 4.2
JOLY	127	0.4	87	81	0.3	- 6.3	84	81 75 - 1.3
MACHAR	358	1.2	346	447	1.5	- 0.7	360	411 453 3.2
MC DOUGALL	2,219	7.5	2,058	2,225	7.4	- 1.4	1,959	2,140 2,332 2.4
MC KELLAR	437	1.5	361	478	1.6	- 3.5	5.8	398 420 481 2.6
MC MURRICH	406	1.4	359	405	1.3	- 2.3	2.4	344 377 419 2.7
NIPISSING (1)	649	2.2	564	976	3.2	- 2.6	11.6 (1)	519 853 948 2.7
NORTH HINSWORTH	1,845	6.2	1,979	2,248	7.4	- 1.4	2.6	1,938 2,089 2,270 2.1
PERRY	980	3.3	910	994	3.3	- 1.4	1.8	872 859 918 0.6
RYERSON	472	1.6	366	384	1.3	- 4.5	1.0	370 359 368 - 0.1
SOUTH HINSWORTH	1,029	3.5	1,068	1,230	4.1	0.8	2.9	1,042 1,174 1,238 2.3
STRONG	733	2.5	846	972	3.2	3.1	2.8	855 929 1,067 3.1
UNORGANIZED (1)	5,309	17.9	4,442	4,033	13.3	- 3.3	2.3	23,313 23,895 25,050 0.9
INDIAN RESERVES	555	1.9	584	657	2.2	- 1.0	--	-- 3,485 --
F.S. DISTRICT	29,632	100.0	28,335	30,244	100.0	- 0.9	1.3	29,087 -- 552 --
CHISHOLM TWP.	935	-	827	895	-	+1.64	848 898 843 - 0-	

NOTE: 1. Nipissing Township annexed Gurd geographic township in 1969.
 SOURCES : Canada Census; Municipal Directories; Assessment Division.

3. Natural Increase and Migration:

Table I-5 shows the results in the District of Parry Sound of the decrease in the birth rate. When combined with a stable death rate, the net natural increase is smaller each year. During the 1961-1966 period, there was a net natural increase of 2,062 people (3,778 births and 1,716 deaths), while the next five year period (1966-1971) saw less than one-third this number added to the population by natural forces. The total for the ten years was 2,683 people. Since the net increase in census population from 1961 to 1971 was only 612 people, the net outward migration from the District of Parry Sound was approximately 2000 people.

TABLE I-5
VITAL STATISTICS AND NET NATURAL INCREASE, 1961-1971

	Census Population	NO. AND RATES (per 1,000) PER YEAR					
		BIRTHS		DEATHS		NET NATURAL INCREASE	
1961	29,632	721	24.3	288	9.7	433	14.6
1966	28,335	453	16.0	303	10.7	150	5.3
1971	30,244	454	15.0	325	10.7	129	4.3
1973	30,500	419	13.7	315	10.3	104	3.4
		per 1000		per 1000		per 1000	

SOURCE: Census of Canada; Ministry of Health; Vital Statistics

4. Ethnicity:

English is the mother tongue of 91.9% of Parry Sound residents (1971 Census). The largest ethnic minorities speak French (3.0%), German (1.3%), Native Indian (1.2%), and Finnish (0.8%).

5. Age Structure:

The age structure of the District of Parry Sound displays four prominent demographic patterns that illustrate key problems in the population dynamics of Parry Sound District. Figure 1 compares its age structure

in 1971 with the Province of Ontario. First, the declining birth rate and the out-migration of young adults has left the youngest age class up to four years of age smaller than average (7.2% versus 8.3% of Ontario's total population). This is already being reflected in generally declining school needs in the junior grades, although some geographic areas still have stable numbers of young families and children. Second, the senior public school and high school population (10 to 19 years old in 1971, now in high school or graduated) was significantly higher than the Provincial average which placed extra pressure on the District's schools in the late 1960's and early 1970's and now.

Third, the lack of employment opportunities accounts in part for the large "shortage" of people in the age 20 to age 49 "prime" working years. In 1971, this group accounted for 40.8% of the Province's population, but only 32.4% in Parry Sound District. All segments of this group are under the provincial average: the 20-24 segment (6.4% versus 8.8% provincially) and 25-29 segment (5.4% versus 7.4%) are especially under-represented.

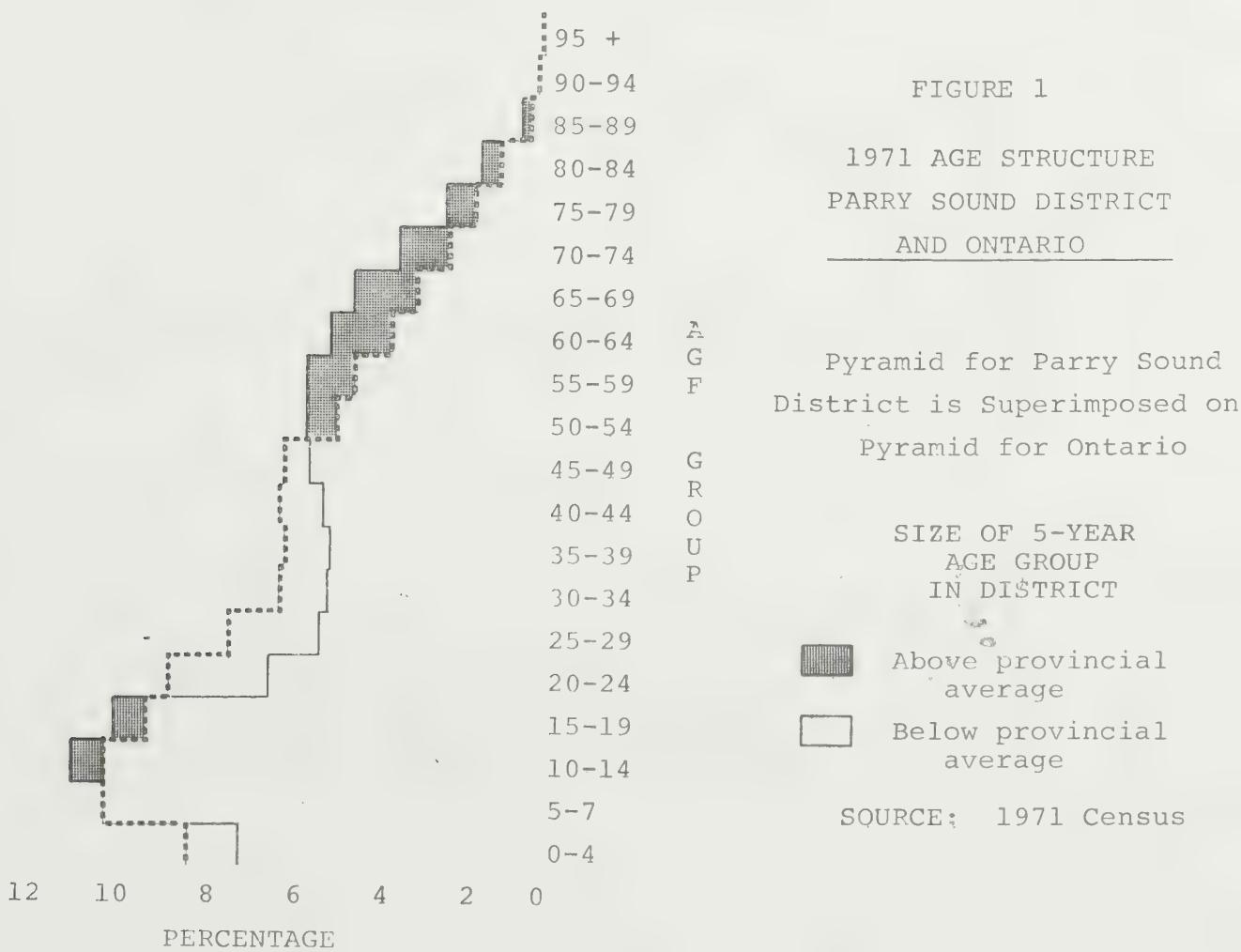


TABLE I-6 - AGE DISTRIBUTION AND HOUSEHOLD SIZE 1974

MUNICIPALITY	ASSESSED POPULATION	Percentage in Age Groups				PERMANENT HOUSEHOLDS	PERSONS PER HOUSEHOLD
		0-4	5-19	20-65	66 +		
KEARNEY	286	3.4 %	28.6 %	53.1 %	14.6 %	93	3.1
PARRY SOUND	5,614	5.8	26.5	53.4	14.1	1,935	2.9
POWASSAN	1,225	5.0	30.6	47.2	17.0	345	3.6
TROUT CREEK	594	6.3	33.6	45.9	13.9	164	3.6
BURKS FALLS	766	6.5	23.3	51.5	18.5	325	2.4
MAGNETAWAN	187	3.2	22.4	51.3	22.9	87	2.1
ROSSEAU	207	1.4	29.4	50.2	18.8	135	1.5
SOUTH RIVER	1,100	7.0	26.1	54.4	12.3	380	2.9
SUNDRIIDGE	691	4.3	22.5	53.4	19.6	294	2.4
ARMOUR	792	3.5	27.0	55.5	13.8	354	2.2
CARLING	485	4.1	28.8	55.4	11.5	163	3.0
CHAPMAN	308	4.2	25.6	53.5	16.5	117	2.6
CHRISTIE	298	3.6	22.1	57.0	17.1	124	2.4
FOLEY	1,046	5.7	30.8	52.7	10.6	314	3.3
HAGERMAN	309	2.2	24.5	55.3	17.7	124	2.5
HUMPHREY	574	3.6	25.0	52.4	18.8	132	4.3
JOLY	75	4.0	25.3	56.0	14.6	30	2.5
MACHAR	453	4.8	30.2	52.5	12.3	216	2.1
MCDOUGALL	2,332	6.1	32.3	54.2	7.2	794	2.9
MCKELLAR	481	4.1	24.5	58.0	13.3	193	2.5
MCMURRICH	419	4.0	26.0	48.4	21.4	232	1.8
NIFISSING	948	4.4	32.7	50.5	12.3	296	3.2
NORTH HIMSORTH	2,270	6.6	31.2	52.9	9.1	633	3.6
PERRY	918	4.2	25.5	54.7	15.3	430	2.1
RYERSON	368	1.6	26.6	55.7	16.0	167	2.2
SOUTH HIMSORTH	1,238	6.7	37.1	54.4	8.5	351	3.5
STRONG	1,067					335	3.2
TOTAL	25,050	5.3 %	28.8 %	52.6 %	13.0 %	8,763	2.9

SOURCES: Municipal Financial Statistics 1974; Assessment Division, Ministry of Revenue

Fourth, and equally important as an indication of challenges to be considered in future local planning, is the higher-than-average size of the 50+ age segments. This is especially so in the recently retired 60-64 and 65-69 segments, reflecting local and especially incoming retirees. This indicates the importance of plans, projects and facilities in the District for an older population, corresponding (often in the same municipalities) with the present reduced need for primary school spaces. Cottage conversion and earlier retirement ages will probably increase the need for planning for an older population.

Table I-6 illustrates some of these age patterns in showing the 1974 age structure in each municipality. It indicates the municipalities in which there is both a "shortage" of children compared to the District average of 5.3% in the 0-4 age group (also indicating an absence of young adults) and a larger than average 65+ segment. Examples include McMurrich (21.4% over 65, and 4.0% under 5 years of age), Magnetawan (22.9% and 3.2%), Humphrey (18.8% and 3.6%), and Christie (17.1% and 3.6%, respectively). Municipalities in the Parry Sound urban area and the northeast have a young and predominately working-age population, and therefore tend to have such family-rated service needs as housing and recreation.

6. Seasonal Population Patterns

Previous sections in this chapter have discussed the structure and distribution of the portion of the Study Area's population who are permanent residents. This section looks at the large groups of people with a temporary, intermittent or brief contact with the Study Area. It includes cottage and resort owners, visitors renting accommodation, and weekend travellers using parks, motels or Georgian Bay anchorages en route to other areas -- all with their permanent homes outside the Study Area. The definition, estimated totals, impacts and trends of the non-permanent population sector are discussed briefly.

Definition

During the course of the Local Government Study, the Study Group has endeavoured to collect information on the numbers and impact of the seasonal or non-permanent population of the Study Area, both to assist in making recommendations on future local government and planning strategies, and to establish an information base for future detailed municipal planning. Several points have emerged. First, a broader definition of non-permanent residents than "cottage owners" is required, including the groups listed above. All have different and important impacts on the Study Area. Second, although these groups no longer have a summer-only contact on the areas they visit or reside in, the term "seasonal" is probably the best. "Temporary" is considered by cottage owners especially an inappropriate term. Some families have owned and used cottages and camps for several generations and have an interest in the area equal to and perhaps greater than most newly arrived permanent residents. Table I-3 contains information by municipality and geographic township indicating the size of two fairly well-defined groups: cottage owners, indicated by the number of assessed "waterfront shelter unit households" (a close definition of a lakefront seasonal dwelling); and commercial accommodation capacity, indicating the rental space for (and therefore, the potential number of) vacationers and travellers in motels, hotels, lodges, cabins, cottages, and campsites in the Study Area.

Estimated Numbers

The following interesting totals are derived from Table I-3:

- There are a total of 22,175 households in the District of Parry Sound, including permanent, farm, and seasonal. Over 54% of these (12,039) are seasonal (waterfront shelter units).
- Of the 12,039 seasonal households, 54% are in municipalities and 46% (over 5,500) are in unorganized territory.
- Tourist establishments have rental accommodation for over 21,300 people, a figure which doesn't include the 6,000 + capacity of Provincial parks.

A further indicator of the importance of seasonal property is property assessment. Table III-2 shows that seasonal or recreational residential property (including waterfront cottages and lots, and backshore developments and lots) amounts to 53.5% of all assessment, indicating its importance to the municipal and District agency tax base. Atlas Map 15 shows assessment patterns graphically. The indicators of cottage households, recreational assessment, and accommodation capacity show that the southwest part of the District dominates cottaging activity (and therefore assessment), while the east and townships fronting on Georgian Bay dominate the tourism base. The "top ten" in each are these, in descending order:

<u>Cottaging</u> (all over 400 households)	<u>Tourism</u> (all over 700 capacity)	<u>Assessment</u> (All over \$10 million)
Conger	Armour	Humphrey
Carling	Croft	Carling
Humphrey	Nipissing	Conger
Harrison	Perry	Harrison
Cowper	Foley	Nipissing
Foley	North Himsworth	Foley
McKellar	Carling	Cowper
Christie	Strong	Perry
Nipissing	Wallbridge	McKellar
Perry	Harrison	Christie

Only ten municipalities or townships have more permanent households than seasonal households: Perry, McDougall, McMurrich, North Himsworth, Ryerson, South Himsworth, Strong, East Mills, Laurier, and Pringle. Nine of these are in the east area, served by Highway 11 and Highway 522. Townships with small numbers of cottages include inland townships with few lakes (e.g. Joly, South Himsworth, Pringle, Laurier) and those presently with generally poor access from rural centres and highways (e.g. Ferrie, Brown, East Burpee). All these have fewer than 50 cottage households each.

There are no comprehensive sources of data showing cottage totals over time, as the census and municipal enumeration do for permanent population and household units. Records of hydro-electric contracts to seasonal residences are useful in areas where all dwellings are connected to hydro. Many areas in Parry Sound District, especially in the Georgian Bay islands and some interior townships, have no hydro service. Likewise, tourist occupancy surveys do not provide complete information. Property assessment information will be useful over time, but 1974 is the only year presently available.

Impacts and Trends of Seasonal Population

The economic impacts of cottagers, tourists and travellers are especially great on the small and large urban centres serving them. All communities, in fact, serve and benefit, but Parry Sound, Burks Falls, Sundridge, Magnetawan, Pointe au Baril, Britt, Rosseau, McKellar, and Kearney are particularly dependent on cottage and tourist-related retail sales and services. Real estate, building supplies and contracting firms are especially active in the largest of these centres, serving seasonal demands. As the assessment figures above and in Table III-2 indicate, property taxation levied on seasonal recreational property is very important to local and District-wide public services.

Although figures are not available, a number of trends are observable in the seasonal population. Despite higher gasoline prices, economic conditions and building controls, the District of Parry Sound will continue to support growing numbers of cottagers. Tourism will remain very important and may increase as other resort areas (southern Georgian Bay, Muskoka, the Kawarthas) become more crowded and highway access from the Lake Ontario cities and the United States improves. An increasing number of presently seasonal residents are winterizing their cottages, staying up to five months of the year, and preparing to spend even more time in the District after retirement. Accessible cottage areas near urban centres and employment will probably continue to be converted gradually to full-time residences. The interest of many cottage associations in the issues under review by the Local Government Study suggests that they will take a more active role in local and District affairs in the future.

TABLE I-7 - LABOUR FORCE DISTRIBUTION (%) BY SECTOR, DISTRICT OF PARRY SOUND, 1971

MUNICIPALITY OF RESIDENCE	TOTAL EMPLOYED	PRIMARY			SECONDARY			TERTIARY (SERVICE) SECTOR			TOTAL TERTIARY		OTHER OR NOT STATED
		Agric., Forestry, etc.		Manuf.	Constr'n.	Transp. Utilit.	Trade	Finance	Comm'y,	Public Agric'n.	Total Tertiary		
		120	4%	13%	13%	3%	15%	17%	12%	52%			
PARRY SOUND	2,430	1	1	6	11	11	17	2	10	17%			
POWASSAN	420	9	8	4	5	13	6	38	13	66			
TROUT CREEK	175	--	20	3	6	17	6	17	12	75			
BURKS FALLES	345	--	13	10	10	20	7	23	9	62			
MAGNETAWAN	90	11	--	17	6	28	11	17	11	75			
ROSLAU	95	--	16	21	11	11	--	21	16	55			
SOUTH RIVER	415	4	13	7	5	24	1	29	6	65			
SUNDRIKE	285	4	8	3	12	23	2	0	--	67			
ABROOK	325	17	7	11	9	12	3	29	5	49			
CARDING	175	14	6	6	3	14	--	11	11	67			
CHAPMAN	110	27	9	18	5	14	--	5	5	33			
CHESTERFIELD	115	4	13	13	1	22	--	13	13	51			
FOLEY	450	2	20	13	10	11	4	20	6	59			
HAGLERMAN	130	27	7	27	15	--	--	15	15	45			
HUMPHREY	265	6	6	21	9	10	6	34	2	61			
JOLY	40	13	--	13	--	--	--	37	--	37			
MACHAR	120	8	17	12	4	12	--	21	8	45			
MC DOUGALL	930	2	13	7	9	17	4	32	11	73			
MC KELLAR	185	8	16	22	8	8	3	22	5	46			
MC MURRICH	120	4	16	8	20	6	--	28	4	60			
NIPISSING	310	26	8	11	5	10	--	24	10	49			
NORTH HIMSORTHY	795	2	16	6	11	17	3	21	15	67			
PERRY	295	7	17	22	10	10	3	10	7	40			
RYLSON	140	21	14	21	--	3	--	21	--	24			
SOUTH HIMSORTHY	450	27	14	5	11	6	2	21	10	50			
STRONG	395	9	18	10	3	18	--	24	6	51			
UNORGANIZED	1,440	6	8	12	9	14	1	29	11	64			
INDIAN RESERVES	180	3	3	11	6	17	--	28	25	76			
GRAND TOTAL	11,340	6	--	12	9	15	3	23	10	65			

SOURCE: Census of Canada, 1971.

(b) THE ECONOMY

As an introduction to the information contained in this section of the report, Table I-7 presents employment figures to indicate the type (or "sector") and location of economic activity in the District. Table I-8 compares Parry Sound District with nearby areas, to provide general trends and comparisons for the 1961 to 1971 period. These are some highlights:

- In 1971, there were 11,340 residents of Parry Sound District employed, up 17% from 1961.
- The number of agricultural and forestry workers has declined absolutely and in share of the total in all areas listed; fishing and trapping, mining, and quarrying are relatively stable but small sectors.
- Manufacturing employed 1,340 District of Parry Sound residents in 1971, up only 5% from 1961.
- The tertiary or service sector employs about two of every three workers. "Community, business and personal services" (including health care workers, teachers, etc.) employed 28% of all workers in 1971, followed by trade (mostly retail) with 14.7%, manufacturing (11.8%) and the quickly growing public administration and defence category (9.9%).

1. Primary Industries:

The term "Primary Industries" includes agriculture, commercial fishing, forestry, trapping, and mining and quarrying. The number of people employed in these activities is declining. In 1961 there were 1,437 people employed in these activities in Parry Sound District, while in 1971 the figure was 715. (See Table I-7.) The major declines have been in the farming and forestry sectors, with fishing, trapping, and mining and quarrying actually showing small but relatively insignificant increases.

TABLE I-8 LABOUR FORCE BY INDUSTRY DIVISION,
1961 and 1971, PARRY SOUND DISTRICT
AND OTHER DISTRICTS AND AREAS

INDUSTRY DIVISION	Parry Sound District			Nipissing District			
	No. & % of Total		% Change	No. & % of Total		% Change	
	1961	1971		1961	1971		
ALL INDUSTRIES	No.	9,700	11,340	16.9	22,192	28,325	27.6
	%	100.0	100.0		100.0	100.0	
<u>PRIMARY</u>							
Agriculture		939	530	-43.6	925	460	-50.3
		9.7	4.7		4.2	1.6	
Forestry		424	90	-77.6	927	310	-66.6
		4.4	0.8		4.2	1.1	
Fishing & Trapping		26	30	4.0	18	10	-44.4
		0.3	0.3		0.1	-	
Mining & Quarrying		48	65	35.4	244	630	158.2
		0.5	-.6		1.1	2.2	
<u>SECONDARY</u>							
Manufacturing		1,279	1,340	4.8	3,345	3,340	-1-0.1
		13.2	11.8		15.1	11.8	
Construction		957	1,095	14.4	1,483	1,860	25.4
		9.9	9.7		6.7	6.6	
<u>TERTIARY</u>							
Transport, Utilities, Communications		1,469	990	-32.6	3,566	3,130	-12.2
		15.1	8.7		16.1	11.0	
Retail & Wholesale Trade		1,271	1,665	31.0	3,300	4,095	24.1
		13.1	14.7		14.9	14.5	
Finance, Insurance & Real Estate		108	295	173.1	508	685	34.8
		1.1	2.6		3.3	2.4	
Community, Business, Personal Services		2,455	3,150	28.3	4,863	7,045	44.9
		25.3	27.7		21.9	25.0	
Public Administra- tion & Defence		411	1,120	154.0	2,283	3,835	68.0
		4.5	9.9		10.3	13.5	
NOT STATED		283	960	239.2	730	2,930	301.4
		2.9	8.5		3.3	10.3	
TOTAL POPULATION		29,632	30,244	2.1	70,568	78,867	11.8

SOURCE: Census of Canada, 1961 and 1971

TABLE I-8 : LABOUR FORCE BY INDUSTRY DIVISION,
1961 and 1971, PARRY SOUND DISTRICT
AND OTHER DISTRICTS AND AREAS

Sudbury District			Northeastern Ontario			Chisholm Twp.	Muskoka District	All Ontario
No. & % of Total 1961	No. & % of Total 1971	% Change	No. & % of Total 1961	No. & % of Total 1971	% Change	No.	No. & % of Total 1971 Only	No. & % of Total
55,254 100.0	76,480 100.0	38.4	176,738 100.0	216,010 100.0	22.2	285 100.0	12,420 100.0	3,354,360 100.0
794 1.4	475 0.6	-40.2	6,079 3.4	3,370 1.6	-44.6	70 24.6	150 1.2	129,905 3.9
1,538 2.8	330 0.3	-78.5	8,364 4.7	2,955 1.4	-64.7	5 1.8	50 0.4	8,475 0.3
23 -	5 -	-78.3	183 0.1	120 0.1	-34.4	- -	5 0.1	1,425 0.1
16,316 29.5	18,020 23.6	10.4	31,837 18.0	27,895 12.9	-12.4	- -	35 0.3	40,545 1.2
7,251 13.1	10,055 13.1	38.7	28,461 16.1	34,405 15.9	20.9	35 12.3	1,555 12.5	819,335 24.4
3,089 5.6	5,925 7.7	91.8	11,119 6.3	15,225 7.0	36.9	25 8.8	1,455 11.7	205,785 6.1
4,805 8.7	4,720 6.2	-1.8	18,629 10.5	17,040 7.9	1-8.5	20 7.0	1,160 9.3	222,010 6.6
6,987 12.6	9,215 12.0	31.9	23,096 13.1	28,040 13.0	21.4	25 8.8	2,000 16.1	497,560 14.8
1,136 2.1	1,885 2.5	65.9	3,347 1.9	4,960 2.3	48.2	- -	350 2.8	155,510 4.6
9,302 16.8	14,820 19.5	59.3	31,761 18.0	47,085 21.8	48.2	50 17.5	3,595 28.9	787,255 23.5
2,548 4.6	3,620 4.7	42.1	8,659 5.0	15,905 7.4	83.7	25 8.8	935 7.5	247,455 7.4
1,465 2.7	7,405 9.8	405.5	5,203 2.9	18,995 3.7	265.1	30 10.5	1,125 9.1	239,095 7.2
165,862	198,079	19.4	535,283	500,370	8.8	85	31,938	7,703,106

TABLE I-9: AGRICULTURE IN THE DISTRICT OF PARRY SOUND

General Indicators, 1961 to 1971, Farm Size, 1971
And Age of Farm Operators, 1971

General Indicator	1961	1971	% Change 1961-1971
Total Farmland (acres)	251,510	162,858	- 35.2
Improved Land (acres)	61,189	44,742	- 26.9
No. of Farms	853	520	- 39.0
Total Sales	\$1,581,490	\$2,102,120	+ 32.9

Size Class (acres)	Total Farmland		Improved Land	
	Number of Farms	Cumulative Percentage	Number of Farms	Cumulative Percentage
Under 3	-	0%	34	7%
3 - 9	8	2	25	11
10 - 69	15	4	176	45
70 - 129	70	18	189	82
130 - 179	38	26	47	91
180 - 239	93	44	32	97
240 - 399	150	73	15	99
400 - 559	75	88	2	100
560 - 759	34	94	-	
760 - 1119	28	99 +	-	
1120 and over	2	100	-	
	513		520	
Average Size	313 Acres Total		86 Acres Improved	

AGE OF FARM OPERATORS, BY CLASS, 1971

Age Class	Number of Operators	Cumulative Percentage
70 and over	53	10
65 - 69	34	17
60 - 64	66	30
55 - 59	69	43
45 - 54	137	69
35 - 44	106	89
25 - 34	51	99
Under 25	4	100
	520	

SOURCE: Census of Canada, 1971

Agriculture

The present-day pattern of agricultural activity in the Study Area has its roots in history as well as in the physical setting. The provision of free land grants beginning in the 1860's applied throughout the District but the physical setting limited agriculture to certain portions of the District.

As Atlas Map 11 indicates, most land in the Study Area is rated Class 7 for agricultural capability. Sand and clay deposits in sufficient depth over the bare rock has permitted limited agriculture in the central and east portions of the District, which are generally Class 2 to Class 5 in capability. Despite the short growing season, grain and cattle are produced in Class 2, 3, and 4 areas. The development of the Great Nipissing Road and other pioneering roads is also reflected in the present farm pattern.

Agricultural Indicators

The decline of agriculture in the 1961-1971 period is evident from Table I-9. Total farmland and the number of farms have declined by more than one-third, although the smaller decline in improved land (27%) suggests that considerable land that went out of production was unproductive. Most farms are still relatively small (73% under 400 acres total, and 82% under 130 acres improved land). Young farmers (under 35) are only 20% of all operators; 30% are sixty or older. The majority of farms are owner-operated (433 of 520 farms in 1971); eighteen farms were operated by tenants, and 69 on a combination of owned and rented land.

The 1971 earnings data indicates that most farms are income supplements to outside employment or other income sources (only 19% of farms had farm produce sales over \$5,000). Beef cattle constituted half the total sales value, with dairy products supplying one-third of the \$2.1 million dollar total.

Table I-10 indicates the agricultural base in each township and provides several indicators of the dominant areas in the District of Parry Sound and in Chisholm Township. Total farmland comprised 6.7%

TABLE I-10 AGRICULTURAL LAND USE AND INDICATORS, 1971

TOWNSHIP	TOTAL FARMLAND						IMPROVED FARMLAND						INDICATORS, NO. OF FARMS, 1971									
	Total		Land Area		% of Area		1971		1961-1971		1971		Farm-land (acres)		1971		1961-1971		Total Farms		Number of farms with	
	Total	Land Area (acres)	1971	Area	% of Area	1961-1971	Change	1971	Land Area	% of Land	Change	1971	Land Area	% of Land	Change	1971	Land Area	% of Land	Change	Sales \$5,000+	Milking Machine	Hay Baler
ARMOUR	42,035	8,311	19.8	-	24.3			2,281	27	5.4	-	42.5			32	2	4	9				
CARLING) - 1	59,725	--	--	--	--			--	--	--		--			5	--	--	--				
CHAPMAN)	46,464	13,518	11.7	-	18.0			1,624	27	5.5	-	16.7			33	11	3	12				
CHRISTIE)	49,920	5,586	11.2	-	16.4			1,304	23	2.6	-	18.3			20	2	2	11				
FOLEY) - 2	41,600	--	--	--	--			--	--	--		--			4	--	--	--				
HAGERMAN)	47,206	5,968	6.7	-	37.5			1,500	25	1.7	-	20.5			9	3	1	3				
HUMPHREY)	40,960	4,368	10.7	-	30.4			1,286	29	3.1	-	33.8			15	1	1	2				
JOLY) - 3	49,459	--	--	--	--			--	--	--		--			7	--	--	--				
MACHAR)	46,618	3,517	3.7	-	60.7			1,059	30	1.1	-	49.3			11	4	3	8				
MC DOUGALL)	39,270	3,141	8.0	-	45.1			956	30	2.4	-	41.6			14	4	3	5				
MC KELLAR) - 4	46,029	7,299	8.2	-	42.1			973	13	1.1	-	50.1			20	1	1	10				
MC MURRICH)	42,701	--	--	--	--			--	--	--		--			3	--	--	--				
NIPISSING) - 5	98,099	23,630	24.1	-	32.0			5,992	25	6.1	-	28.8			62	10	10	30				
NORTH HIMSWORTH)	27,398	2,556	9.3	-	17.3			721	28	2.6	-	61.4			16	2	2	6				
PERRY	48,000	2,155	4.5	-	63.4			549	26	1.1	-	57.2			14	2	2	2				
RYERSON	47,514	10,375	21.8	-	48.5			2,866	28	6.0	-	35.8			30	7	6	13				
SOUTH HIMSWORTH)	56,122	21,125	37.6	-	22.8			9,744	39	14.6	-	11.0			74	36	37	50				
STRONG)	39,194	9,849	25.1	-	46.6			3,013	31	7.7	-	41.3			31	4	3	18				
UNORGANIZED INDIAN RESERVES	1,474,944	41,460	2.8	-	49.1			10,016	24	0.7	-	36.4			120	13	8	58				
GRAND TOTAL	2,441,600	162,858	6.7	-	35.2			44,742	27.5	1.8	-	26.9			520	101	87	244				
CHISHOLM TWP.	54,630	16,020	29.3	-	37.9			7,208	55.0	13.2	-	30.2			53	24	29	46				

NOTES:

Figures in italics are for townships paired for Census disclosure and confidentiality reasons.

1. Chapman includes data for 5 farms in Carling.
 2. Hagerman includes data for 4 farms in Foley.
 3. Machar includes data for 7 farms in Joly.
 4. McKellar includes data for 3 farms in Michurich.
 5. Nipissing annexed Gurd township (47,233 acres) in 1969. Census of Canada, 1971, Catalogue 06-707, Table 50.

SOURCE:

of the District's land area in 1971, down 35% from 1961. Improved farmland represented only 1.8%. From the data on farmland area, farm numbers, and high income farms (over \$5,000 reported in the Census), a ranking of townships is possible. The most important agricultural townships are South Himsorth, Chisholm, Nipissing, Chapman, Strong, Ryerson, and Armour, mainly as beef cattle, fluid milk, and grain producers. The census places all unorganized townships in Parry Sound District together. When combined, they rank ahead of any single township municipality, in most categories, including total farmland, improved farmland, number of farms and hay production. Laurier and the townships west of Nipissing are the most productive.

In most areas, agriculture as a sole income is difficult, if not impossible. In 1971, 58% of the operators reported off-farm labour, the majority exceeding six months of the year. Work driving buses, in lumbering, doing road maintenance, and other part-time or seasonal work is supplemented by income from land sales for cottages and permanent homes. While much land is marginal for economic farming, its wise management for producing food, wood and wildlife should be a component of long-range planning and detailed zoning, especially in eastern Parry Sound District where the said capability for agriculture, timber and wildlife habitats is greater than in the west.

Commercial Fishing

All Georgian Bay off the Parry Sound District is currently under license. There are twenty-six operators but only about five of these could be considered full-time fishermen. In 1972, total production was over 300,000 lb. and valued at almost \$150,000. The main fish species sought are walleye, whitefish and chub. The fish landed are transported to Owen Sound for processing.

Commercial Fur

Trapping activities occur throughout the Study Area on both Crown and patented lands. In 1973-74, there were 634 people engaged in trapping activities. Approximately one hundred and forty (22%) are considered full-time trappers, since trapping is their primary source of income during the winter. In the 1973-74 season, furs valued at \$400,000 were harvested from within the Study Area. The primary species sought are beaver, fox, and muskrat. Fur sales exceeded \$10,000 in fourteen townships, with Wallbridge, Nipissing, Henvey, and Harrison the leaders.

Timber

The timber industry in the Study Area is significant in terms of employment and land area required. Whereas many uses require the land for only relatively short periods of time, land for timber production is required for sixty to one-hundred years per rotation. Although only a small percentage of the forested land may be cut in any one year, very large forested areas are required to sustain production. In the Parry Sound District, both Crown and patented lands are important sources of timber, each supplying approximately fifty percent of requirements.

Within the Study Area there are sawmills, (see Atlas Map 16). Each mill produces at least 50,000 board feet annually and total employment is approximately 225 people. They operate an average of 175 days per year. Timber produced within the Study Area is also supplied to mills outside of the Study Area. Sawmills at Monetville and Alban in Sudbury District, in North Bay and in Muskoka are dependent on Parry Sound timber. Some of these also receive timber from Algonquin Park.

Major areas of current timber production on Crown lands are represented on Atlas Map 16 by long-term license areas. Licenses are normally granted for at least three years and for large volumes of timber. Patented lands supplying timber are not delineated on Map 16, which accordingly shows about half the producing areas. Also shown on the map are additional Crown areas currently allocated for production by the Ministry of Natural Resources' timber management plan.

There are also numerous district cutting licenses issued annually on Crown lands, to individuals requiring fuel-wood or a small volume of timber (valued at less than \$2,000). These areas change annually and have not been mapped.

Increased timber production in the District is planned for the future. It is anticipated that all suitable lands not required for other uses will be used at some point for timber production.

Mining and Quarrying

Very few District residents are employed full-time in mining and quarrying. There are no major sources of metallic or industrial minerals (except aggregates) in the Study Area. Atlas Map 16 shows the location of pits and quarries, both on Crown and private lands. These supply aggregates and crushed stone for road maintenance, buildings and other needs. Large amounts of salt and crushed stone are shipped to the District by boat through Parry Sound Harbour.

The primary industries described here have in the past provided the basis for the local economy. As times have changed and the economy has shifted away from these primary industries, their relative importance has declined. However, the importance to the District's economic balance of these primary resource activities for income supplement, seasonal employment, and good land management should not be underestimated.

2. Manufacturing:

Manufacturing in Parry Sound District employed a total of 1,390 people in 1971. This figure represents 12% of the labour force. Atlas Map 17 gives general plant locations and an indication of the number of employees. It shows that the majority of the activities are concentrated near the Town of Parry Sound and along Highway 11, particularly near the towns and villages. The map also shows the predominance of small wood-using plants, particularly on the east side. (Also see Atlas Map 16 for sawmill locations.) In 1971, 525 employees worked in wood-related concerns (39% of the manufacturing labour force). As economic conditions changed and the supply of required raw materials dwindled, many mills closed or declined. However, wood-using plants in Burks Falls, Port Loring, Britt, Sundridge, Parry Sound and other centres are still important local employers and are in most cases the only large local plant. More recent plants producing wood homes, furniture and excelsior are now located near the Parry Sound urban area.

Food and beverage industries -- such as feed mills and dairies -- serve local markets only, and are not likely to expand significantly in the future.

Most of the non-wood-using factories are located in McDougall Township (CIL explosives) and Foley Township (Rockwell International wheel cover plant, Shaw-Almex etc.), employing town and township residents. Three industries are locating or are under construction (Shur-Pack, Muskoka Steel and Mikron Electronics) in the industrial park shared by Carling, McDougall and Parry Sound, which is located off Woods Road in northern Carling Township, due to the promotional efforts of the Parry Sound Area Industrial Park Board. They are expected to employ 200 people within a year. An additional five firms, of a secondary manufacturing or service type, are apparently interested in serviced land there, and are awaiting Northern Ontario Development Corporation grants and the outcome of Provincial-Federal (DREE) decisions on servicing grants.

Industries in North Bay attract many employees resident in north-east Parry Sound District and Chisholm Township. Huntsville plants draw workers from the south-east area. The competition for industries, however, will remain stiff. North Bay already has a large industrial base of over 50 manufacturing firms, wide-reaching transportation links, and a developed infrastructure of city amenities and municipal services. The strength of local government in Sudbury Region and Muskoka District, and their preparation of official plan policies, will produce servicing and "promotional" plans that may offset efforts by Parry Sound municipalities. The larger, unionized factories in these places, moreover, create a further demand for associated skills, and generally offer better wages than most service industries. These patterns have led to inter-municipal, co-operative attempts to attract the secondary industry which, it is felt, is essential to broaden the District's own industrial base and to curb the out-migration of workers and recent high school graduates. This is the case in the small urban centres on Highway 11 and in the Parry Sound urban area.

Detailed studies of industrial development capability will undoubtedly be part of a District-wide program of Official Plan preparation. Experience in Midland and in other slow growth areas suggests that very

large Provincial and Federal investments for services are required, but that even these do not automatically guarantee sufficient numbers of new plants, stability, and diversification in small centres. In any case, the present state of the economy, public sector constraint conditions, and the application of "growth pole" regional planning principles, suggest that the larger urban centres designed as "strategic" to the overall regional economy will receive first attention. North Bay, Huntsville, and Parry Sound are the candidates for grants and other incentives and improvements which are most likely to have impacts on the Study Area. Discussions between the Federal Department of Regional Economic Expansion (DREE) and the Province of Ontario are underway concerning the financing of water and sewage services for the Carling Industrial Park. The implications of development of the Carling Industrial Park are of crucial importance to west Parry Sound District. They are discussed in more detail in the planning and development section of this Report.

3. Construction:

The construction industry employed 1,095 District residents in 1971 (10% of the labour force, which is well above the regional and provincial average). The category includes workers involved in the building of permanent residences, seasonal homes, other buildings, general contracting, and road construction.

The 1960's and early 1970's saw a summer home-building boom in the District, which is now tapering off as good sites are developed and as financing and Provincial and local regulations become tighter. Most of this cottage boom took place in the major inner lake systems (Ahmic-Cecebe Lakes, Conger and Humphrey townships, etc.) and in the Georgian Bay archipelago. Lakeshore building and conversions to year-round dwellings are increasing near the urban centres and will probably continue in most accessible areas unless zoning restricts them to specified locations. A related sector is the building and improvement of highways and local access and subdivision roads. Provincial highway improvements such as bypasses, four-laning, and alignment improvements in the future may

TABLE I-11 BUILDING PERMITS 1969, 1971, 1973

MUNICIPALITY	Total						New & Renovated			Conversions To Year-Round						Commercial, Industrial Institutional		
	1973	1971	1969	1973	1971	1969	1973	1971	1969	1973	1971	1969	1973	1971	1969	1973	1971	1969
KEARNEY	3															17	17	17
PARRY SOUND	57	74	66	40	57	48										2	2	7
POWASSAN	34	37	16	32	35	9												
TROUT CREEK	13	16	7	13	16	7												
BURKS FALLS	19	16	--	19	16											0	0	
MAGNETAWAN	17			17														
ROSSEAU	2	2	2	1	1	2										0	0	
SOUTH RIVER	21	11	10	21	11	10										0	0	
SUNDRIIDGE	3																	
ARMOUR	No Data	55		12	9	13												
CARLING	47	43		6			5			22	31							
CHAPMAN	34	21		6			28											
CHRISTIE	122	78		61	39		57											
FOLEY	93	69	100	29	28	24	24			32	12					16	13	9
HAGERMAN	74	64	47	4	2	1												
HUMPHREY	78	100	71	20	16	11	70											
JOLY	25	3		6			52									2	27	
MACHAR	No Data						12									6	37	
MC DOUGALL	55	40		44														
MC KELLAR	86	23		33													2	
MC MURRICH																		
NIPISSING	75	32	35	32	12	11										3	2	3
NORTH HIMSWORTH	78	60	70	72	50	59										0	0	3
PERRY	12	22		12														
RYERSON	No Data																	
SOUTH HIMSWORTH	15	17	12	13	16	12										1	0	
STRONG	28	26	31	21	20	23												

NOTES: Italicized figures are from Census. Blank spaces indicate no data.

SOURCE: Survey of municipalities; Building Permits (annual), Census of Canada

involve some local labour. As in other industries, construction and contracting supplies a seasonal and supplementary source of income to many District residents. Because of the lack of large projects on a continuing basis, local firms and individuals tend to be generalists and quite adaptable to most local requirements.

Several spatial patterns appear from Table I-7. For example, construction workers who are living in the townships form a larger percentage of their municipality's work force than urban residents. Hagerman, Perry, McKellar, Ryerson and Humphrey all have at least twice the District average of 10% of total employment in the Construction sector, cottage building and road work probably accounted for this 1971 pattern.

Table I-11 contains building permit data by municipality. This is not a complete list, since municipal data is incomplete (especially in Canada Census publications) and since no building permits are required in unorganized territory (except in the Georgian Bay islands and shoreline which are presently under a Provincial zoning order). It does show the areas of considerable cottage activity (for example, in Hagerman, Christie, and McKellar) and the combined cottage and cottage conversion activity in such townships as Humphrey, Foley, and Carling. Table I-11 also shows the large volume of new and renovated permanent home-building which is especially interesting in the townships near the large centres of Parry Sound and North Bay (in Foley and Christie and North Himsworth, respectively).

4. Tertiary or Service Industries:

Various categories within the "tertiary" or service sector now employ two of every three Parry Sound District workers (65% in 1971 census). Each category of this sector is analyzed briefly below, starting with the dominant "community, business and personal services" category, to indicate basic District employment patterns. Of special importance to the District -- far out of proportion to its actual employment effect -- is the tourism and recreation industry. Results of an inventory of tourist establishments done by the Study staff are reported here.

TABLE I-12: EMPLOYMENT IN COMMUNITY, PERSONAL AND BUSINESS SERVICE CATEGORY, 1971

1 30 1

MUNICIPALITY	ALL SERVICES		EDUCATION		HEALTH WELFARE		PERSONAL		ACCOMMODATION FOOD		OTHER SERVICE INDUSTRIES	
	Total Employed	% Munic.	#	%	#	%	#	%	#	%	#	%
KEARNEY	20	17%	10	50%	5	25%	5	25%	-	-	-	-
PARRY SOUND	890	36	200	22	380	43	60	7	155	17%	95	11%
POWASSAN	160	38	50	31	45	28	20	13	20	13	25	16
TROUT CREEK	30	17	15	50	5	17	-	-	10	33	-	-
BURKS FALLS	80	23%	30	37%	5	6%	5	6%	25	31%	15	19%
MAGNETAWAN	15	17	5	33	-	-	-	-	10	67	-	-
ROSSEAU	20	21	20	100	-	-	-	-	-	-	-	-
SOUTH RIVER	120	29	55	46	10	8	10	8	30	25	15	12
SUNDRIIDGE	85	30	30	35	10	12	20	24	15	18	10	12
ARMOUR	65	20%	15	23%	20	31%	10	15%	15	23%	5	8%
CARLING	50	39	-	-	15	30	5	10	10	20	20	40
CHAPMAN	10	23	5	50	-	-	-	-	5	50	-	-
CHRISTIE	15	13	5	33	5	33	-	-	-	-	5	33
FOLEY	90	20	5	6	25	28	10	11	11	35	39	15
HAGERMAN	20	15%	10	50%	-	-	-	-	10	50%	-	-
HUMPHREY	90	34	10	11	5	6%	10	11%	45	50	20	22%
JOLY	15	27	5	25	-	-	-	-	10	75	-	-
MACHAR	25	21	5	20	10	40	-	-	10	40	-	-
MC DOUGALL	295	32	35	12	100	34	25	8	90	31	45	15
MCKELLAR	40	22%	5	12%	25	63%	10	25%	-	-	-	-
MC MURRICH	35	25	5	14	-	-	15	43	10	29	5	14%
NIPISSING	75	34	10	13	10	13	15	20	34	47	5	7
NORTH HIMSORTH	170	21	35	21	10	6	15	9	90	53	20	12
PERRY	30	10%	5	17%	-	-	15	17%	10	3%	10	3%
RYERSON	30	21	-	-	35	38	-	-	25	83	5	17
SOUTH HIMSORTH	95	21	15	16	-	-	5	5	20	21	20	21
STRONG	95	24	40	42	-	-	10	11	40	42	5	5
UNORGANIZED	410	29	65	16	30	7	15	4	230	56	70	17
INDIAN RESERVES	500	28	-	-	-	-	5	10	20	40	25	50
GRAND TOTAL	3150	28%	700	22%	770	24%	270	9%	965	31%	445	14%

SOURCE : 1971 Census ; Statistics Canada.

Community, Personal and Business Services

Service industries are the largest employers in the District (28% of the 1971 labour force resident in Parry Sound District). This category includes accommodation and food services, health, education and welfare, and personal services. Accommodation and food services form the largest part of the services census category, indicating the importance to the District's economy of tourism and hospitality. However, the combined "health" and "education and welfare" groups of public sector employees are a much larger 46% of the services work force. In fact, Parry Sound District General Hospital is the largest single employer in the Study Area, followed by the two boards of education. (The CIL explosives plant in Nobel and Rockwell's wheel cover plant in Foley are close behind.) The "personal services" category, including lawyers, accountants, hairdressers, etc. is only 9% of the services total (2% of the District total).

Table I-12 indicates the municipality of residence of service workers. Care should be used in interpreting the data since the figures are by place of residence, not place of employment, and since some totals are very small and therefore unduly influenced by new or discontinued employment opportunities. However, some overall patterns are apparent. Education is the dominant category in seven of the nine urban centres and in five townships. Health and social services are the largest employer in these places: Parry Sound, McDougall, Carling, Christie, and McKellar (all in the Parry Sound hospitals labour market area); in Armour Township (Medical Centre and Red Cross Hospital in Burks Falls); and in South Himsworth (most are probably commuters to North Bay's psychiatric and general hospitals). "Personal Services" is the major category in McKellar and McMurrich, two townships with relatively small labour forces. Accommodation and food services are the major group in Magnetawan, in ten townships and in the unorganized territory.

Retail and Wholesale Trade

Next in importance to the service category, in terms of employment, is the trade category. It employed 1,665 Parry Sound District residents in 1971. Its increase over 1961 reflects the increasing importance of retail sales to seasonal residents, vacationers, and travellers, since the permanent population has remained fairly stable. General examination of census figures (with the warning, again, that Table I-12 indicates employment by place of residence and not place of work) and of recent surveys conducted by the two high schools indicates that the Town of Parry Sound (and the adjacent Parry Sound Mall in McDougall Township) is the market centre for the whole west area, for all but local shopping needs. Huntsville, Burks Falls, Sundridge, South River, Powassan, and North Bay serve the eastern area. For durable and expensive purchases (as well as for professional services), such large cities outside the Study Area as North Bay, Huntsville, Barrie, Orillia, and Toronto are important. The automobile trade in Sundridge is a local exception to this general pattern. Port Loring and area, Magnetawan, and Britt in particular are also important retail centres for local and increasing seasonal markets. The smaller urban centres and highway commercial outlets outside these communities are of limited area-wide importance. A good indicator of the ranking of Study Area centres for trade is the amount of commercial and industrial property assessment, which is illustrated in Atlas Map 15.

Public Administration and Defence

The growing importance of public sector employment in education and health institutions was stated above as a key part of the services category. The census category for "public administration and defence" registered a 1961-1971 growth rate of 154%, close to but more important than the financial category increase because of the public category's larger employment (1,120 in 1971, or 10% of the District's employment). Although there has been some growth in municipal staff, by far the greatest full-time increase has been in Provincial functions. Highways, police, natural resources and property assessment programs in the

District are important employers as well as important public services. Chapter II discusses the administrative framework (especially geographical) of Provincial functions and indicates the dominance of North Bay, Parry Sound, Huntsville, and Sudbury as area or regional centres. Each of these is also a Federal facility centre. North Bay is a major Department of National Defence centre. Burks Falls and Powassan are minor centres for a mixture of Provincial (Ontario Provincial Police, Ministry of Natural Resources) and Federal (Post Office) services.

Finance, Insurance and Real Estate

This category, employing almost 300 residents in 1971, showed the largest 1961 to 1971 growth of any category (173%). Again, this can be attributed to recreation and cottage property sales activity (centred in Parry Sound and Burks Falls) and to related service demands such as cottage and boat insurance, as much as to growth in firms or institutions serving permanent residents alone. However, this growth is tapering off now, and the activity of non-District firms and institutions based in Toronto, North Bay, and Huntsville is still very important.

Transportation, Utilities and Communications

This category's significant drop in employment (32.6% from 1961 levels) is a result of national declines in employment by the two major railways. However, some centres in and near the Study Area still have considerable area-wide importance in the transportation and communications field. North Bay, Huntsville, and Parry Sound are each important centres for Bell Telephone, Ontario Hydro and local utilities. The Parry Sound urban area is a major marine centre for the Georgian Bay (Transport depot; oil, salt and iron pellet trans-shipment) and is increasingly busy as the main recreational boating access and service point. The school transportation needs of the Study Area are large, and employ considerable numbers of residents, most on a part-time basis.

5. Tourism

The District of Parry Sound is recognized as a major tourism area, for cottaging, boating, fishing and other activities.

This section of the Report presents information on one important aspect of the tourist economy -- the commercial establishments offering accommodation and other services to the travelling and vacationing public. During the course of its work, the Local Government Study staff undertook an inventory of all present tourist establishments by township and municipality, with the assistance of the Ministry of Industry and Tourism. Previously, information on establishment type, size and location had not been available in one inventory or map. Tables II-13 and II-14 and Atlas Map 19 show the results of this inventory.

The direct benefits to the Study Area of its tourism industry go to the owners of tourist establishments; to retail stores in the tourist areas and along the main highways; and to residents employed in the establishments. Since most of the resorts are small, family operations, the employment benefits are not as great as the first two categories. Indirect benefits include the attraction of new residents and cottage owners to the area; the sales of land, boats and other major purchases and to the broadening of the economic base of the Study Area.

At the end of 1975, a total of 457 establishments were licensed in the Study Area, either by the Ministry of Industry and Tourism or by the Liquor Licence Board of Ontario. They had a total of 6,160 "accommodation units", including hotel and motel rooms, separate rooms in lodges, cabins, cottages, and tent and trailer sites. These units have an estimated capacity of 21,392 people. This is based on estimates of two people per room, three people per campsite and five people per cabin or cottage.

Tables II-13 and II-14 don't include the six Provincial Parks in the Study Area. In 1974, they had a total of 2,276 camping sites. Using the figure of three people per site, this produces an estimate of over 6,800 additional visitors that can be accommodated in tourist establishments in the Study Area.

In terms of total numbers of all types of tourist accommodation units, the major municipalities are, in descending order, as follows: Armour, Foley, Nipissing, Perry, Strong, North Himsworth, Carling, Humphrey and McDougall. Each of these offer more than 200 units. In addition, the unorganized townships of Croft, McKenzie, and Wallbridge contain more than 200 tourist units, closely followed by Wilson, Harrison, and Proudfoot. These units, however, are of many types, ranging from campsites to roadside motels to hotels licensed by The Liquor Licence Board of Ontario.

In 1975, there were 20 liquor-licensed establishments in the District (mostly hotels). They are located in most of the urban municipalities and in several unincorporated villages; five are located in unorganized territory. The only centres with more than one licenced facility are Parry Sound, with four, and Callander (North Himsworth), whose proximity to the North Bay trade sustains three.

Motel accommodation tends naturally to be located on major highways. Be contrast with Highway 11, the number of motels along Highway 69 would indicate that the west side of the District attracts many more stopovers. A total of 25 motels offering 290 units, are located in the Study Area, of which seven establishments containing a total of 48 units are in unorganized territory. Sixty-nine units are located in McDougall, 36 in Foley, 29 in Parry Sound, 24 in Humphrey, and 16 in McKellar, with 18 and 14 units in the unorganized townships of Harrison and Conger respectively. South Himsworth, with 30 units, is the major motel spot on the east side.

Family, fishing, and hunting lodges are largely a thing of the past in the District. The Georgian Bay shoreline, for example, has a number of old, empty lodge buildings. Only eleven establishments were classed as lodges, most of them in built-up rather than remote areas. Most former central lodges still in operation have cabins and a camping site to attract families.

While cabins and cottages play a role in overnight travel accommodation, they also attract many families who vacation in Parry Sound for a week or more during the summer. Accordingly, rental cabins and cottages have been established in most of the organized and unorganized townships of the District. Of these, the most important are Nipissing (with 136 units offered by 21 tourist operators), Carling (with 130 units offered by 16 tourist operators), Armour (with 129 units offered by 18 tourist operators), North Himsorth (with 125 units offered by 17 tourist operators), Perry (with 108 units offered by 15 tourist operators), and McKellar (with 62 units offered by 13 tourist operators). In unorganized territory, 14 Patterson establishments offer 106 units, 11 Harrison establishments offer 89 units, 9 establishments in Wilson offer 83 units and 8 establishments in Henvey offer 56 units. In general three areas of the District of Parry Sound dominate cabin/cottage activity. (1) Many of the Georgian Bay shoreline townships (e.g. Carling, Cowper, Harrison) have cabin establishments for a combination of family, fishing and Bay-based boating holidays. (2) The small and medium-sized lakes of the upper Magnetawan area, including Armour and Perry townships, are the locations of small family-type cottage establishments mostly of the "housekeeping variety". (3) The south shore of Lake Nipissing and the Pickerel River system, (including North Himsorth, Nipissing, Patterson, Hardy and Wilson townships) have large concentrations and numbers of outfitting establishments, providing fishermen with accommodation, guides, boats and bait. The more remote camps tend to be larger than the family-type facilities near the highways.

Tent and trailer camping sites constitute the largest single class of tourist accommodation in the Study Area, offering 46% of the total number of units. Of these 2,856 camping sites, 40% are run in conjunction with another type of accommodation, such as cabins or a lodge. Campsites, like cabins, are located in most of the townships, both organized and unorganized, and serve both the travelling public along major routes as well as fisherman, hunters, and family vacations. The larger

campgrounds with facilities for trailers as well as a variety of recreation services, far better in terms of recamping rate and length of stay than the smaller campgrounds.

Armour Township, with 350 campsites available, is the leading municipality in this respect, followed by Foley with 228, Strong with 215, Perry with 140, Nipissing with 109, and North Himsorth, Chapman, McDougall, Humphrey, and Carling. In the unorganized areas, Croft offers 412 sites, followed by McKenzie with 158, Proudfoot with 123, Wallbridge with 120, Ferguson, and Lount. Neighick (Beaver) Lake in Croft Township is a small lake with the largest concentration of campsites in the Study Area.

Very few of the establishments are open year-round. However, the overwhelming dominance of small, short-season (June to September) resorts does not indicate a weakness in the District's tourism industry. A longer open season is not profitable since the clients (mostly vacationing families) and the owners (many of whom are local or out-of-District residents with other jobs) are available only during the summer or for short "breaks" for snowmobiling, hunting, or fishing.

However, there is only a handful of large "distinction-type" resorts offering a variety of activities and accommodation types throughout the year. This type of resort, associated largely with Muskoka, takes considerable investment. It is likely that, compared to Muskoka and Haliburton, the longer trips from Toronto and other major centres and the comparatively small lakes, will prevent much further investment in large lakeside family or convention resorts of the "Muskoka type". Tourism activity in the Study Area will probably remain tied to small establishments, offering scenery, comparative remoteness, and quiet surroundings rather than a large range of facilities.

TABLE I-13 TOURIST ESTABLISHMENTS 1975
BY INDIVIDUAL MUNICIPALITY IN STUDY AREA

MUNICIPALITY	TOTALS			TYPE OF ACCOMMODATION UNITS			
	No. of Est.	Units (1)	Estimated Capacity (2)	Rooms		Cabins/ Cottages	Camp Sites
				H-M	Lodge		
KEARNEY	1	14	71			6	8
PARRY SOUND	8	128	281	91	22	15	
POWASSAN	1	*	*	*			
TROUT CREEK	1	14	28	14			
BURKS FALLS	3	74	193	39		5	30
MAGNETAWAN	1	3	6		3		
ROSSEAU	1	12	24	12			
SOUTH RIVER	1	*	*	*			
SUNDRIDGE	2	58	149		47	11	
ARMOUR	25	523	1,699	10	27	136	350
CARLING	22	233	1,009			155	78
CHAPMAN	14	145	563		4	56	85
CHRISTIE	7	73	295			38	35
FOLEY	19	361	1,151	46	20	67	228
HAGERMAN	9	53	266		12	41	
HUMPHREY	15	203	696	39	14	70	80
JOLY	1	6	28			6	
MACHAR	7	91	297	8	6	19	58
MC DOUGALL	12	202	643	69		53	80
MC KELLAR	16	128	492	16		62	50
MC MURRICH	3	18	60	10		8	
NIPISSING	32	344	1,359		27	208	109
NORTH HIMSWORTH	23	288	1,070*	54*	8	136	90
PERRY	24	308	1,189		32	136	140
RYERSON	10	96	380		9	62	25
SOUTH HIMSWORTH	3	80	226	30			50
STRONG	11	301	953	7	15	64	215
TOTAL	272	3,756	13,128*	445*	246	1,354	1,711
CHISHOLM TWP.	2	9+			2	7	
UNORGANIZED AREA	183	2,395	8,264	80	284	886	1,145
GRAND TOTAL	457	6,160	21,392	525	532	2,247	2,856

NOTES: (1)* Size and capacity data for 4 LLBO establishments not available (municipalities indicated by *).
 (2) Italicized numbers are estimates: 2 persons per hotel, motel or lodge room; 3 persons per campsite; 5 persons per cabin. Others are from Industry and Tourism files (not italicized).

TOURIST ESTABLISHMENTS 1975
BY INDIVIDUAL MUNICIPALITY IN STUDY AREA

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NUMBER AND SIZE OF ESTABLISHMENTS,⁽³⁾ BY CATEGORY

	LLBO ⁽¹⁾ Hotels (Rooms)	Motels (Units)	Lodges (Rooms)	Cabins/ Cottages (Bldgs.)	Camping ⁽⁴⁾ Parks (Sites)	Mixed Types		
						No. Rms.	Bldgs.	Camp Sites
K						1		6
PS	4-62	2-29	1-22	1-15				8
P	1-*							
TC	1-14							
BF	1-25	1-14				1		5
M			1-3					30
R	1-12							
SR	1-*							
SU				1-6		1	47	5
A		1-10	1-27	18-129	3-246	2		7
CA				16-130	2-34	4		25
CP				9-40	2-35	3	4	50
CR				5-24		2		14
F	1-11	3-35		6-35	2-135	7	20	32
HA			1-10	7-35		1	2	6
HU	1-15	2-24		8-52	2-80	2	14	18
J				1-6				
MA		1-8		3-10	1-30	2	6	9
MD		4-69		6-48	1-50	1		5
MK		1-16		13-62	2-50			
MM	1-10			2-8				
N				21-136	2-69	9	27	72
NH	3-54*			17-125	1-60	2	8	11
P			3-26	15-108	2-63	4	6	28
R				8-41		2	9	21
SII		2-30			1-50			
ST		1-7		5-43	2-185	3	15	21
T	15-203*	18-242	7-88	162-1053	23-1087	47	158	301
CH				1- n.i.		1	2	7
U	5-33*	7-48	4-33	106-645	16-630	45	251	241
GT	20-236	25-290	11-121	269-1698	39-1717	93	411	549
								1,139

NOTES : (3) Establishments licensed by Ministry of Industry and Tourism or by Liquor License Board of Ontario (LLBO) as of December 1975.

(4) Does not include Provincial Parks.

n.i. No information

SOURCE: Ministry of Industry and Tourism.

TABLE I-14 TOURIST ESTABLISHMENTS
IN UNORGANIZED TERRITORY, 1975

GEOGRAPHIC TOWNSHIP	TOTALS			TYPE OF ACCOMMODATION UNITS			
	No. of Est.	Units (2)	Estimated Capacity (3)	Rooms		Cabins/ Cottages	Camp Sites
				H-M	Lodge		
BETHUNE	3	18	96			11	7
BLAIR	3	36	108		20	11	5
BROWN	2	*	*			*	
BURTON	0						
CONGER	17	109	262	14	47	48	
COWPER	4	28	116		8	20	
CROFT	12	476	1,462*	*	28	36	412
EAST BURPEE	0						
EAST MILLS	10	93	325*	*	5	38	50
FERGUSON	3	93	285			3	90
FERRIE	0						
HARDY	5	34	185			34	
HARRISON	19	186	728	36	20	113	17
HENVEY	12	93	375	17	13	63	
LAURIER	0						
LOUNT	4	87	297			8	79
MC CONKEY	6	54	219		16	29	9
MC KENZIE	7	223	722		39	26	158
MONTEITH	2	6	34			6	
MOWAT	7	64	281	6	7	51	
PATTERSON	17	147	579		6	120	21
PRINGLE	5	41	152		7	24	10
PROUDFOOT	10	171	453		5	43	123
SHAWANAGA	3	32	130			17	15
SPENCE	0						
WALLBRIDGE	16	212	736	*	28	64	120
WILSON	16	192	619	7*	35	121	29
TOTAL - UNORGANIZED TERRITORY	183	2,395	8,264	80*	284	886	1,145

NOTES: (1) The four geographic townships within the Study Area but in Nipissing District (Ballantyne, Paxton, Butt and McCraney) have no commercial establishments.

(2) * Size and capacity data for 3 LLBO establishments and two camps in Brown township not available.

(3) Italicized numbers are estimates: 2 persons per hotel, motel or lodge room; 3 persons per campsite; 5 persons per cabin. Others are from Industry and Tourism files.

SOURCE : Ministry of Industry and Tourism.

T W P.	TOURIST ESTABLISHMENTS 1975 IN UNORGANIZED TERRITORY								
	NUMBER AND SIZE OF ESTABLISHMENTS, ⁽³⁾ BY CATEGORY								
	LLBO Hotels (Rooms)	Motels (Units)	Lodges (Rooms)	Cabins/ Cottages (Bldgs.)	Camping ⁽⁴⁾ Parks (Sites)	Mixed Types			Camp Sites
BE				2-11	1-7				
BL			1-13			2	7	11	5
BR				2-*					
BV									
CG		2-14	1-6	9-34		5	41	14	
CW				3-15		1	8	5	
CR	1-*			4-16	4-262+	3	28	20	150
EB									
EM	1-*			7-34	1-50	1	5	4	
F				1-3	2-90				
FE									
HY				5-34					
HS	1-18	2-18		11-89		5	20	24	17
HE	1-15	1-2		8-56		2	13	7	
LA									
LO				1-2	2-67	1		6	12
MC			1-9	3-20		2	7	9	9
MK				3-15		4	39	11	158
MO				2-6					
MW		1-6		4-36		2	7	15	
PA				14-106	1-14	2	6	14	7
PR				3-15	1-10	1	7	9	
PT				5-24	2-100	3	5	19	23
SH				1-7		2		10	15
SP									
WA	1-*			9-39	1-15	5	28	25	105
WI	—	1-7	1-5	9-83	1-15	4	30	38	14
U	5-33*	7-48	4-33	106-645	16-630	45	251	241	515

NOTES: (3) Establishments licensed by Ministry of Industry and Tourism or by Liquor License Board of Ontario (LLBO) as of December 1975.

(4) Does not include Provincial Parks.

SOURCE: Ministry of Industry and Tourism.

5. Transportation Facilities:

Road Transportation

High-quality road access and links with other areas play an essential "enabling" role in the economic make-up of every area. Examples of this role are not hard to find in the Study Area.

The early efforts to hack the "great" settlement roads through the wilderness, and to lay out a system of concession roads, has made possible the growth of a vital agricultural economy throughout the country. The Great Nipissing Road provides a local example. In the post-war era, the strong trend toward truck cargo has lent extreme importance to road links for industrial development. For example, the progressive completion of Highway 400, which reached Barrie in 1952, has caused Barrie, Orillia, and Gravenhurst, each in turn, to sprout a growth of mixed industry. Needless to say, faster driving times northward and a complete network of local roads, have been a major factor for tourism and cottage development in Parry Sound District in recent decades. The various types of road and other transportation facilities are shown in Atlas Map 21.

The vast majority of visitors to the Study Area arrive via the two major north-south corridors, Highway 11 and Highway 69. Although these two routes also provide much of the linkage between communities within the District, Ministry of Transportation and Communications (MTC) statistics show that on both highway corridors a majority of trips are over 50 miles and a substantial number are over 200 miles. Atlas Map 22, referring to 1973 traffic volumes, shows the decidedly seasonal character of highway use, as well as the volume of traffic generated by centres such as North Bay and Parry Sound and by the small towns and villages along Highway 11.

In light of these patterns, the Muskoka-Parry Sound Highway Planning Study recommended in 1972 that Highways 11 and 69 be upgraded to an "arterial" level. Designed for relatively large volumes of traffic at relatively high speeds, much of it "through" traffic, they would be characterized by four-laning, bypassing of communities along the route, and restricted access to abutting properties.

Work on a Highway 11 bypass at Burks Falls is now underway. Very recently, MTC publicized a proposal for a four-lane route from Burks Falls to Powassan bypassing the intervening communities of Sundridge and South River. The Ministry, however, has not scheduled the undertaking of this proposal, because of competing priorities in the rest of the Province, and a shortage of funds, so that it will be a number of years before work begins.

The 1972 plan also recommended that Highways 532 and 124 be upgraded to serve as "collectors" of traffic toward the north-south arterial routes and toward the urban centres. Also recommended as an east-west "collector" is a combination of Highways 534 and 522 (extended west by bridging the "S" Narrows and improving Lost Channel Road) designed to serve an area which is considered to possess relatively untapped resources for recreational development.

The Muskoka-Parry Sound Highway Planning Study suggested that its recommended projects be given the following priority:

- FIRST: Hwy. 11 - bypass at Burks Falls
- Hwy. 124 - rebuilding of various sections
- Hwy. 141 - a section at Rosseau
- SECOND: Hwys. 69 & 103 - four-laning from Hwy. 12 to Parry Sound
- THIRD: Hwy. 11 - improvements as required from Huntsville to North Bay
- Hwy. 69 - improvements as required from Parry Sound to French River
- Hwy. 522 - westerly extension from Pickerel River to Hwy. 69 at Grundy Lake Park

The above-mentioned study suggests also that "there are a number of roads currently under Provincial jurisdiction which basically serve the local and access function, and, therefore, are not shown in the recommended highway plan. These roads will remain under Provincial control until an appropriate agency can assume responsibility." These include Highway 69B through Parry Sound, Highway 518, Highway 522 from Trout Creek to 524, Highway 534 west of 524 to Restoule Park, and Highway 654.

Other Forms of Transportation

There are rail services running north-south on both sides of the District. The west side is served by both C.P. and C.N. lines with regular passenger service. The east side is served by C.N. with connections to Ontario Northland in North Bay. The Highways 11 and 69 corridor communities are served by regularly scheduled bus services north and south. A notable feature of rail and bus service in the District is that there is no east-west link.

Parry Sound Harbour has a customs office and port facilities for cargo such as oil, salt and various other primary products. There are also oil docking facilities at Britt. Parry Sound and several other centres are becoming increasingly important and congested because of the excellent recreational boating waters of Georgian Bay. Pointe au Baril, Britt, and several small centres on Carling Township's long shoreline are main access points to the Georgian Bay Small Craft Route and many uncharted bays and island areas. Recreational boating facilities throughout the Study Area are indicated on Atlas Map 18.

There are a number of airstrips and seaplane bases in the Study Area, serving the growing recreational demands (ferrying fishermen and supplies to fly-in camps) and emergency landing needs. Turf airstrips include those at Emsdale, (licensed, and operated by Perry Township), Port Loring, Ahmic Lake, Arnstein, Callander, and South River (all unlicensed). Seaplane bases at Parry Sound and Port Loring serve the Georgian Bay and west Parry Sound District, and the Argyle-French River interior areas, respectively. The nearest scheduled commercial air service is at Sudbury and North Bay.

An airstrip is under development on a sandy site near Robinson Lake in Conger Township. It is a joint undertaking of municipalities in the west Parry Sound area. It will serve both recreational and commercial demands since a paved runway and a nearby seaplane site are proposed.

CHAPTER II - THE STRUCTURE AND FUNCTIONS OF
LOCAL GOVERNMENT

(a) INTRODUCTION

The present system of local government institutions in the Study Area is complicated. It includes 28 local municipalities, approximately 75 municipal and inter-municipal special-purpose bodies, and a dozen area-wide special-purpose agencies. More than half of the Study Area's physical territory is not incorporated for municipal purposes. This includes 27 geographic townships in the District of Parry Sound and portions of four geographic townships within Nipissing Territorial District lying between Parry Sound District and Algonquin Park.

Before proceeding to a description of the historical background and the present system of institutional arrangements in the Study Area, two terms need definition. The "municipal system" refers to the structure and functions of municipalities, whose powers have been delegated from the Province (mainly through The Municipal Act). The "local government system" is a much broader term and refers, in addition to the municipalities, to all the bodies established and operating under different Provincial legislation. They have varying degrees of relationship to the municipal council, which is the basic democratic structure at the lower level of Ontario's system of government.

The District of Parry Sound Local Government Study's terms of reference include as a study objective "to recommend to the Treasurer of Ontario changes in the local government system in the Study Area that may be necessary to enable local needs and objectives to be met". One of the Study's prime activities has been to review and report on local government, including "the structure, organization, financing, methods of operation, functions, and responsibilities of all the municipalities and local inter-municipal special-purpose bodies" and "the characteristics and administration of local services in all unorganized territory".

The conclusion of the Study Group and of this section of the Research Report is that the present system of municipal responsibilities, structures, and boundaries is not capable of assuming the challenges that are required to be met in the near future in the Study Area. Of prime interest to the existing municipalities in the Study Area and to the Study Group has been the question of land use planning. The demands of many municipalities in the District of Parry Sound for overall district and local planning responsibilities culminated in the request by the District Municipal Association for the Study. The request was accompanied by an understanding that the present system of small municipalities would probably have to be modified to accomplish the detailed, complicated and co-ordinated work that land use and other types of planning require. Hopefully, this most recent example of "new" programs and policies will not automatically become the latest addition -- and there have been many over the past 25 years -- to the large set of separate bodies and arrangements referred to throughout this report as the local government system.

Under Canada's constitutional system, arising from The British North America Act, all municipalities in Canada derive their powers and responsibilities -- and their geographical structure -- from the provincial level, from the set of powers given to the Province. Accordingly, it is impossible to discuss local government services without mentioning the role of the Province and its ministries (formerly called departments) and agencies. Provincial legislation, regulations, procedures, and programs both past and present have created and changed the present system of municipal and local government institutions. References are made to Provincial ministries in most of the Sections in this chapter, which concludes with a discussion of the set of administrative areas and offices used by some Provincial ministries.

1. Historical Background

The Territorial District of Parry Sound was formed in 1869 out of part of the District of Nipissing. Like other districts, it was an administrative unit without

a local government component. This was in contrast to the counties of the south which in 1849, by the passage that year of The Municipal Act under Lord Baldwin, were given powers formally held by the provincial level of elected government. Incorporation of all the present township municipalities in the District of Parry Sound occurred between 1866 and 1886, following roughly in the wake of surveying and colonization (see Table II-1). Towns and villages were incorporated as separate entities from their townships between 1887 (Parry Sound) and 1918 (Magnetawan), to provide urban rather than rural services. This set of local municipalities and municipal boundaries has seen only one major change in the 58 years since Magnetawan's separate incorporation - the annexation of Gurd geographic township by Nipissing Township in 1969.

Particularly since World War II, local and Province-wide demands for improved and specialized services have increased. Since many have required a resource base larger than a single, township-based local municipality, separate bodies have been established to provide particular services on an area-wide basis. These have included separate boards for health, welfare, and homes for the aged. The inappropriateness of local or slightly expanded municipal boundaries for education was recognized in the reorganization of the provincial educational system in 1968. Small school sections and township school areas were replaced with multi-municipal boards of education. In addition, some adjoining municipalities have participated in joint agreements or boards (again separate from the elected council) for particular services that couldn't be provided by each municipality individually. The net result is that the present municipalities are, even together, much less important to the District's residents than the area-wide or inter-municipal special-purpose bodies that have been added "on top of" the outmoded municipal system. In terms of local and Provincial expenditures, professional staff and daily influence on residents, the bodies responsible

for education, health, and welfare are more important than the municipal councils. Yet it is the elected municipal councils who together appoint most Boards and are held responsible in the eyes of the taxpayers and residents for the spending and other policies of these separate bodies (see Chapter III on Finance).

Local concern over the inadequacies of the present municipal system to cope with demands led in part to the initiation of this local government study. The large annexation proposed in west Parry Sound District was one attempt (unsuccessful partly because of its large size) to improve present boundaries and financial resources to provide for growing urban-style demands. Another factor was the conclusion of the Provincial Government and some municipal leaders that greater land use planning responsibilities at the local level may require fewer but larger municipalities to prepare and implement the necessary municipal plans.

Inter-municipal discussions over a number of years in the northeastern part of the District led to a June 1973 meeting - just before the start of this study - of the Powassan-area municipalities. Proposals for incorporation of some presently unorganized townships have also been discussed along the Georgian Bay shoreline, in the Magnetawan area, and in the Argyle area west of Nipissing Township. The administration of local services in the unorganized territory -- especially in those areas with large local or seasonal population and under development pressures -- will be an important factor in the Study Group's final recommendations.

Similar concerns have led to the investigation of municipal government and services in much of Ontario. These have involved studies and the establishment of new systems of local government in Muskoka, Sudbury, and Thunder Bay and in some former counties in Southern Ontario (now called "regional municipalities").

(b) THE PRESENT STRUCTURE

An indication of the complexity of the local government system in the Study Area is given in the list below of various types of local government institutions. Examples and estimated numbers for each type are given. Reading the table from top to bottom, the professional resources and the area served by the body increases; while there is a decrease in the degree of authority exercised over the body by each single elected municipal council.

<u>TYPE OF INSTITUTION OR ARRANGEMENT</u>	<u>EXAMPLES</u>	<u>APPROX. NO. IN STUDY AREA</u>
Local Municipality	Towns - 4 Villages - 5 Townships - 19	28
Bodies in unorganized territory	local roads recreation	25
Inter-municipal Agreements (for council functions)	Garbage dumps Fire protection Shared Clerk -Treasurer	12
Single-municipality Special-purpose Bodies	Libraries, community centres, planning, recreation, public utilities	60
Inter-municipal Special-purpose Bodies	Arenas, libraries, industrial parks	13
Area-wide Special-purpose Bodies -municipal appointments or elected trustees	Education, welfare, public health, homes for the aged, regional library	9
Area-wide Special-purpose bodies - limited municipal appointments - public or private	Children's Aid Society (non-public) Hospital boards (private corporation)	3

1. Municipal Government:

There are 28 local municipalities in the Study Area, including four towns, five villages and 18 townships in the District of Parry Sound, and Chisholm Township in Nipissing District. Their dates of incorporation are shown in Table II-1. As indicated earlier in this section, there has been only one major boundary change (Nipissing's annexation of Gurd township) since the most recent incorporation (of Magnetawan as a village, in 1918).

The Electoral Process

All municipalities are represented by a council, elected every two years by eligible ratepayers and residents of the municipality. Each town has six councillors and a mayor as head of council while each village has four councillors and a reeve as head of council. Table II-2 presents voter turnout information for the past three elections of each council. Participation in municipal affairs, as indicated by voter turnout, is relatively high. The low percentages in such municipalities as Armour, Humphrey, and McKellar show the high proportion of eligible voters that are cottage owners. Voting is difficult for these ratepayers, since elections are held the first Monday of December. The Study has received briefs from cottage groups suggesting changes to the present election procedures, which are under review by the Provincial Government. There are few acclamations, where the number of candidates equals the number of positions vacant. As for most small municipalities, it is hard to obtain information on voter turnout and other measures of local interest in municipal affairs (e.g. delegations to and attendance of council meetings, pieces of correspondence for citizens, etc.).

Elections for school board trustees and (where applicable) hydro-electric or public utilities commissioners are held at the same time as municipal voting.

TABLE II-1: MUNICIPAL COUNCILS, DISTRICT OF PARRY SOUND

MUNICIPALITY	Year of Original Survey	Year of Incorporation	1974 Municipal Population	Composition of Council	Population Per Council Member 1974	Meetings Per Month	Committees of Council
KEARNEY	1907	286	Mayor, 6 Councillors	41	1	1	
PARRY SOUND	1887	5,614	Mayor, 6 Councillors	902	2	6	
POWASSAN	1904	1,225	Mayor, 6 Councillors	175	1	5	
TROUT CREEK	1913	594	Mayor, 6 Councillors	85	1	4	
BURKS FALLS	1890	766	Reeve, 4 Councillors	153	1	4	
MAGNETAWAN	1918	187	Reeve, 4 Councillors	37	1	2	
ROSSEAU	1926	207	Reeve, 4 Councillors	41	1	0	
SOUTH RIVER	1907	1,100	Reeve, 4 Councillors	220	1	8	
SUNDRIIDGE	1889	691	Reeve, 4 Councillors	138	?	?	
ARMOUR	1876	1875	Reeve, 4 Councillors	158	2	5	
CARLING	1873	1873	Reeve, 4 Councillors	97	1	5	
CHAPMAN	1871	1886	Reeve, 4 Councillors	62	1	0	
CHRISTIE	1869	1867	Reeve, 4 Councillors	60	2	1	
FOLEY	1866	1,046	Reeve, 4 Councillors	209	2	6	
HAGERMAN	1870	1868	Reeve, 4 Councillors	62	1	0	
HUMPHREY	1866	1866	Reeve, 4 Councillors	115	1	6	
JOLY	1878	1878	Reeve, 4 Councillors	15	1	0	
MACHAR	1875	1875	Reeve, 4 Councillors	91	1	1	
MC DOUGALL	1866	1866	Reeve, 4 Councillors	466	2	4	
MC KELLAR	1869	1873	Reeve, 4 Councillors	96	1	0	
MC MURRICH	1870	1870	Reeve, 4 Councillors	84	2	0	
NIPISSING	1874	1873	Reeve, 4 Councillors	190	2	0	
NORTH HIMSORTH	1881	2,270	Reeve, 4 Councillors	454	2	5	
PERRY	1875	1872	Reeve, 4 Councillors	184	1	5	
RYERSON	1870	1867	Reeve, 4 Councillors	74	1	0	
SOUTH HIMSORTH	1878	1,238	Reeve, 4 Councillors	248	1	0	
STRONG	1876	1,067	Reeve, 4 Councillors	213	1	0	

SOURCES: Municipal Directory, Economic Atlas of Ontario; questionnaires.

TABLE II-2: MUNICIPAL COUNCILS - SELECTED CHARACTERISTICS 1975

Municipality	Experience of 1975 Council			Voter Turnout (1) (% of Eligible Voters)			Remuneration of Council Members (2)		
	Under 5-10 Years		Over 10 Years	1974 %	1973 %	1970* %	Annual	Meeting	Expense Allowance
	Municipality	5 Yr.	Years						(per mile)
KEARNEY	3	-	3	54	*75	*70	M-\$ 800 C-\$ 180	--	15¢
PARRY SOUND	3	-	3	44	53	43 *57 *Acc1.	M-\$ 3600 C-\$ 1800 M-\$ 600 C-\$ 500 M-\$ 600 C-\$ 360	\$35 /day + expenses M-\$ 400 /Yr.	15¢
POWASSAN	5	-	2	59	*65	--	C-\$ 50 --	15¢	
TROUT CREEK	6	-	1	40	*68	--	M-\$ 600 --	--	
BURKS FALLS	3	-	2	65	*70	65 *68	R-\$1125 C-\$ 750	--	12¢
MAGNETAWAN	----no information----			----no information----			----no information----		
ROSSEAU	4	1	-	48	*70	68 *58	R-\$ 17 C-\$ 15	--	
SOUTH RIVER	5	-	-	50	n.i.	n.i.	R-\$ 800 +\$10 SM	Meals \$10 + \$25 /Day	15¢
SUNDRIIDGE	----no information----			----no information----			----no information----		
ARMOUR	1	3	1	*88	*75	Acc1.	R-\$1200 C-\$ 900 R-\$1200	--	n.i.
CARLING	-	5	-	*25	*28	n.i.	R-\$1200 C-\$ 900 R-\$1200	--	15¢
CHAPMAN	----no information----			----no information----			----no information----		
CHRISTIE	3	1	1	22	*60	*55	63 *Acc1.	R-\$ 17 C-\$ 15 C-\$ 25	15¢
FOLEY	1	2	2	17	*95	*80	--	R-\$ 900	16¢
HAGERMAN	4	1	-	16	*19	24 *Acc1.	R-\$ 480 C-\$ 360 R-\$4800 C-\$1200	--	15¢
HUMPHREY	2	1	2	63	16	15 *13 *12	R&C-\$15/SM 1/3 Annual	20¢	

TABLE II-2: MUNICIPAL COUNCILS - SELECTED CHARACTERISTICS 1975

Municipality	Experience of 1975 Council			Voter Turnout (1) (% of Eligible Voters)			Remuneration of Council Members (2)		
	Under 5-10 Years		Over 10 Years	1974 %		1973 1972* %	1971 1970* %	Annual	
	M	A		Accl.	n.i.	n.i.	-	Expense Allowance	Mileage Allowance (per mile)
JOLY	2	1	2	Accl.	n.i.	n.i.	-	R-\$ 15	15¢
MACHAR	1	4	-	Accl.	Accl.	13	R-\$ 100	C-\$ 15	15¢
MCDougall	2	1	2	40	30	40	R-\$1800	R-\$ 25	--
MCKELLAR	5	-	-	12	n.i.	n.i.	C-\$1500	C-\$ 25	15¢
MCMURRICH	2	2	1	Accl.	*70	*65	-	R-\$ 25	--
NIPISSING	3	2	-	Accl.	n.i.	n.i.	R-\$1200	C-\$ 15	15¢
NORTH HIMSORTH	3	2	-	44	*43	n.i.	R-\$ 750	C-\$ 20	--
PERRY	4	1	-	27	*42	n.i.	\$20 SM	R-\$ 20	18¢
RYERSON	3	1	1	n.i.	*25	n.i.	R-\$ 100	C-\$ 500	15¢
SOUTH HIMSORTH	2	1	2	Accl.	n.i.	65	R-\$ 600	C-\$ 25	--
STRONG	3	-	2	36	*Accl.	*39	-	R-\$ 30	R-\$100 /yr.

NOTES: 1. Accl. = Acclamation (all positions)

2. M = Mayor; R = Reeve; C = Councillor
MT = meeting; SM = special meeting
n.i. = no information

SOURCE: Municipal questionnaires

Municipal Council Structure

The complexity of a municipal administration depends a great deal on its responsibilities, population served, and staff resources. All council members in the District are "part-time" in the sense that all are either retired, self-employed or have a full-time job. Many consider elected municipal office a form of public service "for the sake of the community" and the time spent on council matters is usually not reflected in the annual or per meeting honorarium they receive. Only six municipalities pay their head of council and/or councillors more than \$1000 per year.

Unlike those in large municipalities with large full-time staff, most municipal council members in the District assume many administrative duties themselves. Council members often inspect projects or roads, answer complaints, attend meetings with Provincial officials, and attend to personnel matters, leaving the small full-time staff (usually consisting only of the clerk-treasurer) the many internal duties (e.g. correspondence, bookkeeping, etc.). As the section on municipal staff below shows, the typical municipality in the District has the equivalent of three (3) full-time staff (clerk treasurer, road superintendent, and one road crew), a part-time building inspector cum by-law enforcement officer, and volunteer firemen.

Almost all councils use a committee system to allow specialization of time and interests among the functions and matters facing council (see Table II-3). Finance, roads, and protection (mainly fire) are the most common committees. The larger municipalities tend to have more standing (full-time) committees. Nine municipalities have none (Rosseau and eight townships); while Magnetawan, Christie, and Machar have two or fewer.

As the following sections show, many of the functions of municipal government are handled by special-purpose bodies (boards, committees) that require municipal appointees. In many cases, the council can and does appoint council members to the recreation committee, library board, planning board, etc. This provides more co-ordination than if only non-council members were appointed, but it does not significantly improve the local fragmentation of legal authority, decision-making and financial resources.

TABLE II-3 COUNCIL COMMITTEES 1975

Towns

KEARNEY - 5

- Finance
- Roads
- Water Level and Dams
- Fire Brigade and Protection
- By-Law and Justice

PARRY SOUND - 6

- Finance
- Public Works
- Protection
- Industrial Development
- Cemetery and Property
- Parks, Recreation and Environmental Control

POWASSAN - 5

- Finance
- Public Utilities
- Protection to Persons and Property
- Pollution
- Roads and Walks

TROUT CREEK - 4

- Finance
- Street Lighting
- Street
- Protection to Persons and Property

Villages

BURKS FALLS - 4

- Water and Sewage
- Roads
- Personnel and Sidewalk
- Welfare

MAGNETAWAN - 2

- Public Utilities
- Fire

ROSSEAU

No Council Committees

SOUTH RIVER - 6

- Streets
- Protection to Persons and Property
- Health
- Housekeeping
- Industrial
- Building and Property

NOTE: Recreation Committees and Committees of Adjustment are special purpose statutory bodies and are therefore not included in this table.

SOURCE: Municipal Questionnaires, Newspapers.

TABLE II-3 COUNCIL COMMITTEES 1975

Townships

ARMOUR - 5

- Roads
- Building and Severances
- Fish and Game
- Fire
- Education

CARLING - 5

- Finance
- Property
- Building
- Planning
- Roads

CHRISTIE - 1

- Roads

FOLEY - 6

- Road
- Property
- Industrial
- Parks
- Fire
- Agriculture

HUMPHREY - 6

- Finance
- Roads
- Environmental
- Cemetery
- Welfare
- Airport
- Fire

MACHAR - 1

- Roads

NORTH HIMSWORTH - 5

- Health and Welfare
- General Government
- Roads
- Protection to Persons and Property
- Special Advisory Committee on Public Lands and Buildings

McDOUGALL - 4

- Finance
- Public Utilities
- Fire
- Property Protection

PERRY - 5

- Finance
- Parks and Recreation
- Roads
- Airport
- Community Centre

NO COMMITTEES OF COUNCIL

Chapman	Nipissing
Hagerman	South Himsworth
Joly	Ryerson
McKellar	Strong
McMurrich	

TOTAL NUMBER - 70: Towns - 20, Villages - 12, Townships - 38

NOTE: Recreation Committees and Committees of Adjustment are special purpose boards (not committees of council) and are not included.

2. Inter-Municipal Agreements:

Some neighbouring municipalities in the Study Area co-operate to provide direct municipal services together that might not be available to all residents without joint funding or combined volunteer efforts. Table II-4 lists such examples as fire protection, garbage dumps, and joint funding of the municipal share of the deficit on Ontario Housing Corporation units in Burks Falls. The sharing of a clerk-treasurer and office facilities -- as is done between Chapman and Magnetawan, and between Armour and Ryerson Townships -- is probably the closest two municipalities can be to full coordination without political amalgamation, since the clerk-treasurer in each case is the only administrative officer in the combined area.

TABLE II-4: INTER-MUNICIPAL AGREEMENTS
PARRY SOUND DISTRICT 1975

Shared Office and Clerk-Treasurer	<u>Magnetawan</u> , Chapman <u>Armour</u> , Ryerson (in <u>Burks Falls</u>)
Garbage Dumps	<u>Powassan</u> , <u>South Himsworth</u> , Trout Creek
	<u>Armour</u> , Ryerson, <u>Burks Falls</u>
Ontario Housing Corporation Housing Units	<u>Armour</u> , Ryerson, <u>Burks Falls</u>
Fire Protection -Local	<u>Burks Falls</u> , <u>Armour</u> , Ryerson <u>Sundridge</u> , Strong <u>South River</u> , Machar <u>Rosseau</u> , Humphrey <u>Parry Sound</u> , Foley <u>Parry Sound</u> , McDougall <u>Parry Sound</u> , Carling
Fire Protection -Mutual Aid	Highway 11 corridor municipalities (<u>North Bay</u>)
	Western municipalities (<u>Parry Sound</u>)

NOTES: Underlined municipality is the location of the shared facility or, in the case of fire protection, indicates the municipality providing the fire equipment or mutual aid co-ordination.

SOURCES: Municipal questionnaires, newspapers, Provincial agencies.

TABLE III-5 SINGLE-MUNICIPALITY SPECIAL-PURPOSE BODIES 1975

MUNICIPALITY	Community				Committee		
	Total 1975	Centre/Hall Board	Recreation Committee	Library Board	Cemetery Board	(1) P.U.C. Board	Planning of Adjustment
KEARNEY	3	x	x	x	x	x	x
PARRY SOUND	7		x	x	x	x	x
POWASSAN	2		x				
TROUT CREEK	1		x				
BURKS FALLS	1		x		x		
MAGNITAWAN	3	x		x	x		
ROSSEAU	3		x	x	x		
SOUTH RIVER	4		x	x	x		
SUNDRIdge	3	x	x	x	x		
ABRIOUR	2		x	x	x		x
CARLING	3		x	x	x		x
CHAPMAN	1		x	x	x		x
CHRISTIE	3	x	x	x	x		x
FOLEY	3		x	x	x		x
HAGERMAN	-		x	x	x		x
HUMPHIREY	3			x	x		x
JOLY	-				x		x
MACHAR	1			x	x		x
MC DOUGALL	2			x	x		x
MC KELLAR	1			x	x		x
MC MURRICH	1			x	x		x
NIPISSING	1			x	x		x
NORTH HIMSWORTH	3			x	x		x
PERRY	3	x	x	x	x		x
RYERSON	1		x	x	x		x
SOUTH HIMSWORTH	1		x	x	x		x
STRONG	3		x	x	x		x
TOTAL	59	7	13	11	12	6	3
CHISHOLM TWP.	1		x				
GRAND TOTAL	60	7	14	11	12	6	3
							4

PS - Arena and
Parks Advisory Bds
POW - Parks Board
M - Museum Board

See Also

Table II-6
Inter-Municipal
Special-Purpose
Bodies for
Joint and Union
Boards.

(1) Includes Public Utilities Commissions and Hydro-Electric Commissions and Source: Municipal Questionnaires, Newspapers, Provincial Agencies

3. Local Special-Purpose Bodies:

Tables II-5 and II-6 indicate in a more detailed way the location of the various types of single-municipality and inter-municipal special-purpose bodies in the Study Area. Most of the 60 odd single-municipality bodies operate programs or advise council on matters related to community or recreation activities. They derive their authority from different Provincial acts and regulations. Others include boards appointed to manage cemeteries, undertake planning programs on behalf of council, or make decisions on land severances or minor variances to zoning by-laws. The number of these bodies generally increases with the size and complexity of the municipality.

There are also a number of bodies undertaking joint management of local facilities on behalf of several adjoining municipalities. For example, public libraries, community centres and arenas serving one or more townships and the urban municipality in which they are located, are managed by boards which are jointly appointed by the participating councils. In the Parry Sound urban area, two separate inter-municipal bodies advise their councils on the very closely related issues of land use planning (Parry Sound Area Joint Planning Board) and development of the Carling Industrial Park (Parry Sound Area Industrial Park Board). Unfortunately, these two bodies don't have the same membership or area of jurisdiction.

4. Area-Wide Special-Purpose Bodies:

The area-wide special-purpose bodies are prominent in the social services field. Each type of body has been established under a different set of legislation and regulations, and is connected in a professional and administrative way to a separate agency of the Provincial Government. All have different boundaries, different systems of "wards" (the areas represented by each appointed or elected board member), and different methods of representation. Table II-7 provides basic information on each major social service agency. This is supplemented by the maps and detailed descriptions of each later in this chapter.

TABLE II-6

INTER-MUNICIPAL SPECIAL-PURPOSE BODIES

<u>Type of Board</u>	<u>Participating Municipality</u>
Community Centre/Hall Boards	<u>Magnetawan</u> , Chapman
	<u>Powassan</u> , Nipissing, South Himsworth, Chisholm
Union Public Library Boards	<u>Powassan</u> , Nipissing, South Himsworth, Trout Creek, Chisholm
	<u>South River</u> , Machar
	<u>Burks Falls</u> , Armour, Ryerson
Arena Boards	<u>Burks Falls</u> , Armour, Ryerson
	<u>Powassan</u> , Nipissing, South Himsworth, Chisholm
Cemetery Boards	<u>South Himsworth</u> , Powassan <u>Chapman</u> , Magnetawan <u>Humphrey</u> , Rosseau
Medical Centre Board	<u>Sundridge</u> , Strong, Joly
Parry Sound Area Industrial Park Board	Parry Sound, <u>Carling</u> , McDougall
Parry Sound Area Joint Planning Board	Parry Sound, <u>Foley</u> , <u>McDougall</u>

NOTES: Underlined municipality is the location of the facility managed by each joint board. McDougall is the "designated municipality" of the Joint Planning Board.

SOURCES: Municipal questionnaires, newspapers.

Other area-wide bodies have even looser connections with the municipalities. These include the Algonquin Regional Library System Board, composed of selected library board members from three districts; the boards of St. Joseph's Hospital and Parry Sound District General Hospital; and the privately-incorporated Children's Aid Society, whose programs are co-ordinated with the District Welfare Administration Board.

TABLE II-7
SELECTED CHARACTERISTICS OF SOCIAL SERVICE AGENCIES

	DISTRICT SOCIAL SERVICES (District Welfare Admin. Board and Children's Aid S.)	HEALTH UNIT BOARDS Parry Sound- Muskoka H.U.	North Bay & District H.U.
AREA SERVED (Study Area portion is underlined)	Parry Sound District (SEE MAP 3)	Muskoka D. & south P.S.D. (SEE MAP 5)	Nipissing D., n.e. P.S.D.
POPULATION SERVED Total In Study Area (Permanent only)	25,150 25,150	51,988 19,486	89,025 10,297
BOARD SIZE	14	12	12
METHOD OF SELECTION Wards--Elected (E), or Appointed (A) by Municipalities Other Members No. of Wards	5 A Province - 2 A CAS - 7 A 5	4 A (of 10) Province- 2A 4 (of 10)	1 A (of 10) Prov.- 2 A 1 (of 10)
PERMANENT POPULATION REPRESENTED (IN STUDY AREA ONLY) Total Per local member -- Average Range over wards	25,150 5,030 2814 to 7739	17,223 4,306 1079 to 10267	8,676 8,676 8,676
COMMENTS ON THE GEOGRAPHY OF THE WARD SYSTEM	Sundridge, Strong in separate wards Henvey Inlet Band with NW ward	Reflects present areas of interests in common	North Bay has 7 of 10 app's Powassan area one ward
	----- Unorganized areas unrepresented -----		
BOARD STAFF (1) 1973 EXPENDITURES	ni \$289,020	19 (2) \$529,000	3 (2) ni
LEGISLATION	District Welfare Administration Boards Act; Child Welfare Act	The Public Health Act	

NOTES: 1. Full-time equivalents
 2. Estimated for area within Study Area for two Health Units
 CAS - Children's Aid Society H.U. - Health Unit
 P.S.D. - District of Parry Sound ni - no information

SOURCES: Board Administrators and reports

TABLE II-7SOCIAL SERVICE AGENCIES SELECTED CHARACTERISTICS

BOARDS OF EDUCATION		HOMES FOR THE AGED BOARDS OF MANAGEMENT	
East Parry Sound	West Parry Sound	East PS (Eastholme)	West PS (Belvedere)
<u>East PS and Chisholm Twp</u> (SEE MAP 2)	<u>West PS Freeman Ward</u>	<u>East Parry Sound District</u> (SEE MAP 4)	<u>West Parry Sound District</u>
16,503	14,224	15,194	13,893
16,503	13,432	15,194	13,893
15	15	7	7
14E	13E	5A	5A
Sep. School Supporters - 1E 11	Reserves - 1E Sep. Supp. - 1E 7 (of 8)	Prov. - 2A 4	Prov. - 2A 4
16,503	13,132	13,285	11,765
1,100 391 to 2207	13 106 (public) 287 to 2332	2,657 2244 to 3138	2,353 1079 to 2817
Many split wards (e.g. by Perry, Strong)	PS Town, unor'd in 1 ward; Rousseau with Christie	Violates urban-rural patterns (e.g. Sundridge, Strong split)	Foley part of rural ward (unconnected)
DO NOT FOLLOW SCHOOL AREAS		UNORGANIZED AREAS	UNREPRES- ENTED
227 \$4,977,148	207 \$4,439,019	42 19 \$402,860	Full-time 55 Part - time 35 \$472,175
The Education Act		The Homes for the Aged and Rest Homes Act	

(c) FUNCTIONS OF LOCAL GOVERNMENT1. Municipal Responsibilities and Staff:Introduction and Summary

The direct responsibilities of municipal councils in the Study Area are, with few exceptions, few and very local in nature. All have the basic legislative requirements of holding elections and meetings, keeping minutes and financial books, setting budgets and mill rates and collecting taxes. These general government activities are handled in all municipalities but the Town of Parry Sound and several large townships by a combined clerk-treasurer -- tax collector (full-time or part-time). Local roads are the largest and most expensive directly municipal activity. Part-time building inspection, by-law enforcement, and (in the larger municipalities) fire protection, are the other functions performed directly under council authority and not by a separate special-purpose body. These functions are discussed in more detail below.

Table II-8 indicates 1975 staff levels by function in the municipalities. These facts are observed:

- Of a total of 150 staff in the District of Parry Sound's 27 municipalities, 94 were full-time.
- Five municipalities had no full-time staff at all: Trout Creek, Magnetawan, Rosseau, Chapman, and Joly.
- Parry Sound Town employed 48 full-time employees, including about 20 in two municipal functions not found elsewhere in the District (day care and municipal police).
- Most of the full-time staff are employed in road work (about 50 in 1975).
- Eighteen of 27 municipalities in the District have full-time clerk-treasurers; some of these are at or beyond normal retirement age.

Some clerk-treasurers wear many hats for the municipality. These may include acting as secretary-treasurer of the public utilities commission, library board and/or planning board, or as a combined building inspector, livestock valuator and weed inspector in a rural township. Few municipalities have the size, or set of challenges, to

TABLE II-8: MUNICIPAL STAFF 1975

MUNICIPALITY		General Government		Protection to Persons & Property		Roads and Public Works		Totals	
		FULL-TIME	Part-Time	FULL-TIME	Part-Time	FULL-TIME	Part-Time	FULL-TIME	Part-Time
KEARNEY	P	*	1	P	*	1P		1	2
PARRY SOUND (1)	F	2F	5F	F	F	11F		48	4
POWASSAN	F	*	1	P		2F		3	3
TROUT CREEK	P	*	1			1P		1	1
BURKS FALLS	F	*	2			1P		4	4
MAGNETAWAN	P	*	1			1P		4	4
ROSEAU	F	*	2	P		1P		5	5
SOUTH RIVER	F	*	1	P		1P		2	2
SUNDRIKE	F	*	1	P		1P		3	3
ARMOUR	P	*	2	P	P	2P		4	4
CARLING	F	*	1	P		P		3	3
CHAPMAN	P	*	2	P		1P		2	2
CHRISTIE	F	*	2	P		1P		2	2
FOLEY	F	*	1	P		1P		1	1
HAGERMAN	F	*	2	P		1P		1	1
HUMPHREY	F	*	1	P		1P		1	1
JOLY	P	*	1	P		1P		1	1
MACHAR	F	*	2	P		1P		3	3
MCDOUGALL	F	*	1	P		1P		4	4
MCKELLAR	F	*	1	P		1P		3	3

TABLE II-8 : MUNICIPAL STAFF 1975

NOTE'S: (1) The Town of Parry Sound's total includes these full-time employees:

(2) See Table II-9 for number of volunteer fireman
no information * - functions performed by Clerk
hr. rate - hourly rated employees not included.

SOURCE: Questionnaires

attract specialists in the increasingly complex administration of municipalities. Very few clerk-treasurers in the Study Area have the qualifications required for certification by the Association of Municipal Clerks and Treasurers (AMCT). Only Parry Sound and Christie have both a full-time clerk and treasurer. Only the Town of Parry Sound has a full-time building inspector or fire chief or a graduate engineer.

Other local government employees in the District are actually employed by the special-purpose boards, commissions and committees. These are not included in Table II-8. At the single-municipality level, these include full-time and part-time workers in recreation programs, libraries, cemeteries and public utilities. At the area-wide level, it includes teachers, social workers, health inspectors, public health nurses, bus drivers, homes for the aged workers, and the administrative personnel required for each separate body or facility.

Roads and Works

Municipal responsibilities in the construction and maintenance of roads and sidewalks are a major activity in the large urban municipalities and almost all townships. Permanent roads staff are employed in all but Rosseau, Trout Creek, Magnetawan, Joly and Chapman. Roads under municipal jurisdiction in the Study Area are shown in Atlas Map 21. They total over 1,400 miles in length. About 117 miles (about 8% of the total) are paved. About 1,115 miles or 78% are snowploughed, largely for school bus access to rural homes and increasingly, for access to cottage areas now used year-round on a weekend or full-time basis.

Figures in the charts of Chapter III of this Report (municipal finance) indicate the importance of road maintenance expenditures in rural townships. They also indicate the magnificent subsidies received from the Ministry of Transportation and Communications. Subsidies of approved expenditures are at the rate of 50% in the town and village municipalities, and between 65% and 80% in the townships (depending on local needs and resources). The municipal engineering staff located in the Ministry's Huntsville and North Bay district offices provide advice and assistance to municipal councils and their road superintendents on all roads matters (see Map 8).

Building Inspection

The inspection of homes and other buildings is an important directly municipal function. However, the Town of Parry Sound is the only municipality in the Study Area with a full-time building inspector. In Foley Township, one full-time employee has other responsibilities as well. Elsewhere, building inspection is a part-time function, often on a per inspection or expenses basis.

The building permit data in Table I-11 indicates, where information is available, that building activity (new buildings, additions, and cottage conversions) in the Study Area is still strong. Different local building by-laws and the need to adapt the National Building Code (used by many municipalities) to Ontario standards have led to the Ontario Government's preparation of regulations for an Ontario Building Code. These factors suggest that the use of full-time qualified municipal building inspectors throughout the District may be a desirable and realistic objective.

There are two additional and very important factors, both of these were mentioned in the report prepared for the Local Government Study in 1974 by Proctor and Redfern Limited. First, no permits are required for building in unorganized territory, except in the zone of islands and 1,000 feet of shoreline on Georgian Bay covered by a Ministry of Natural Resources interim restricted area order. Second, the different permits and inspections required for building involve the municipalities and several Provincial ministries. The permits or approvals required include some or all of these: building permit (municipal); permission for highway access (from Ministry of Transportation and Communications); consent on severance (from Ministry of Housing (or municipality,) if a separate lot is required); approved septic tank, holding tank or other private waste disposal system (Ministry of the Environment or district health unit); and electrical inspections (Ontario Hydro or public utilities commission). Some larger municipalities undertake fire and plumbing inspections. Commercial establishments require site, fire and building approvals before being granted a licence under The Tourism Act by the Ministry of Industry and Tourism, and similar inspections by the Liquor Licence Branch of Ontario if they apply for a liquor licence. The lack of full-time building inspection in many municipalities makes it very difficult for the public to have access to and understanding of the various permits and approvals required.

Fire Protection

Fire protection in the Study Area is provided by local municipalities and to a limited extent by the Ministry of Natural Resources. Municipal fire protection is provided in 21 of the 28 municipalities in the Study Area. Fifteen of these have their own departments, including all towns and villages, and the townships of Foley, Humphrey, North Himsworth, South Himsworth, McMurrich, and Perry. The only full-time fire official is the Parry Sound Town fire chief. In total there are almost 300 volunteer part-time fire-fighters working in the 15 municipal fire departments.

Six municipalities buy fire protection services through agreements with their neighbours: Armour and Ryerson, from Burks Falls; Strong from Sundridge; Machar from South River; and McDougall and Carling, from Parry Sound. Two pairs of municipalities with fire departments (Humphrey and Rosseau, and Parry Sound and Foley) have local mutual-aid agreements. Kearney serves parts of Bethune and Proudfoot unorganized townships. While agreements provide some protection for the areas served, and some financial contribution to the service, there are disadvantages to the municipality providing the service. A per call basis agreement is unfair to the provider's residents and taxpayers since they bear the maintenance, equipment and other costs of fire protection while the other municipality pays nothing until a fire occurs. All the municipalities except Parry Sound have a single truck only, leaving the base municipality unprotected on a township call. Fire-fighting is one inter-municipal service that cannot be scheduled. Fire inspection services are not purchased through any of the agreements.

Although it is costly, municipalities have been advised to establish their own departments. The Fire Marshal's Office representatives suggest that a full-time chief is possible and desirable in municipalities with a population of at least 3,000 to 5,000, depending on fire needs and local revenue. A full-time chief generally performs home and commercial inspections.

TABLE II-9 : MUNICIPAL FIRE PROTECTION, 1975

MUNICIPALITY	FIRE PROTECTION SERVICES Purchase-From Own Dept.	PREVENTIVE INSPECTIONS	FIRE STAFF Chief-PT Volunteers	EQUIPMENT	FIRE HYDRANTS
				FT	
KEARNEY	X	X	X	X	X
PARRY SOUND	X	X	X	3FT, P	X
POWASSAN	X	X	X	FT	X
TROUT CREEK	X	X	X	FT, TT	
BURKS FALLS	X		X	FT	X
MAGNETAWAN	X		X	FT, P	
ROSSEAU	X		X	FT	
SOUTH RIVER	X	X	X	FT	X
SUNDRIdge	X	X	X	FT	
ARLOUR		X- Burks Falls			
CARLING		X- Parry Sound			
CHAPMAN		X	X	P	
CHRISTIE		X	X	FT, TT	
FOLEY	X	X	X	TT	
HAGERMAN				T	
HUMPHREY					
JOLY		X	X		
MACHAR		X- South River			
MC DOUGALL		X- Parry Sound			
MC KELLAR		X	X	P	
MC MURRICH	X	X	X	TT, 3P	
NIPISSING					
NORTH HIMSORTH	X	X	X	FT, TT	
PERRY					
RYERSON		X- Burks Falls			
SOUTH HIMSORTH		X- Sundridge			
STRONG					
CHISHOLM		X			
TOTAL	15	6	7	1	13
					277
SOURCE: 1973 Handbook of Municipal Fire Protection in Ontario					1973
Ontario Fire Marshal's Office.					

FT - Pumper (or
"triple combination")
TT - Tank truck
P - Portable pump.

Chapman, Chisholm, Christie, Joly, McKellar, Nipissing and Hagerman townships have no municipal fire protection, although Nipissing and Hagerman have recently expressed interest in acquiring local protection.

Further protection for major fires in the Study Area is provided by two mutual aid systems set up by the Ontario Fire Marshal's Office. East Parry Sound is co-ordinated along with Nipissing District municipalities by the North Bay fire chief. The western municipalities and parts of Muskoka are included in a second mutual aid system.

All organized townships in the Study Area have agreements with the Ministry of Natural Resources for brush and forest fire protection. These are primarily "Type A" or cost-sharing agreements, which stipulate that the total costs to the municipality for the services may not exceed a certain percentage of the total Provincial land tax levied in that year. Any fire occurring on Crown land is the responsibility of the Ministry. Any municipality incurring costs in suppressing grass, brush, or forest fires on Crown land is entitled to a 50% rebate from the Ministry.

The Ministry of Natural Resources is not equipped or trained to fight building or structural fires. The Forest Fires Prevention Act limits Provincial responsibility to fighting forest fires only. Assistance is sometimes given on a "good neighbour" basis, where structures are immediately threatened, or where structural fires threaten forested areas.

In the unorganized territory, several fire fighting groups have been organized. Port Loring and Arnstein each have a fire truck and volunteer brigade. Several cottagers groups, including Sans Souci and Copperhead Association, Pointe au Baril Islanders Association, and Crane Lake Association (Conger Township), have portable pumps and summer volunteers. In the absence of a local municipality, workmen's compensation and liability insurance are not available to volunteers. There is also no long-term guarantee of a responsible body for equipment maintenance. Sharing of costs is also not always equitable since no formal tax can be levied on area residents.

Among other problems facing fire protection efforts, especially in the townships, are: inadequate housing standards and inspection, especially in unorganized territory; poor communications and poor roads delaying the response time; and inadequate hydrant systems in smaller urban centres. It is generally conceded that a period of 20 to 30 minutes from ignition (start of the fire) is sufficient to completely destroy a home, especially if it is a wooden structure. These factors indicate that inspection and fire detection are of equal importance to fire-fighting in reducing fire loss.

The Office of the Fire Marshal, within the Ontario Ministry of the Solicitor General, provides technical advice and undertakes fire training courses and fire needs studies for municipalities. Fire Marshal's Office representatives in North Bay and Orillia serve the Study Area (see Map 9).

Police Protection

The policing function in the Study Area is, with one exception, carried out by the Ontario Provincial Police (OPP). The Town of Parry Sound has a small 9-person municipal force. There are four OPP detachments in the District, located in Still River, Parry Sound Burks Falls, and Powassan. These detachments police all municipalities (except the Town of Parry Sound), unorganized townships, and Indian reserves within their area of responsibility (see Map 9). Chisholm Township is patrolled from the North Bay detachment. No municipalities in the District have signed agreements with the Ontario Provincial Police with regard to policing.

The 1974 report of the Ontario Task Force on Policing recommended that, in North Ontario, municipalities between 7,500 and 15,000 in population have the option of continuing local forces and that municipalities below 7,500 undertake District-wide agreements with the OPP. These recommendations have not yet been acted upon by the Provincial Government. The Town of Parry Sound's municipal force is likely to continue, especially because of (1) the likelihood of municipal expansion in the near future, including at least part of McDougall Township,

(2) the high summer demands on the Parry Sound OPP detachment for highway accident investigations and patrolling of Provincial Parks and Georgian Bay, and (3) the Town force's ability to provide urban policing functions. The costs of providing municipal police protection are high and are not matched (nor are they meant to be) by the Provincial \$8.00 per capita policing grant. The 1974 cost of policing for the Town of Parry Sound was just under \$25 per capita (almost \$140,000). It is unlikely that municipal forces are warranted in the urban centres next in size to Parry Sound (e.g. Powassan).

Housing

Some local municipalities participate to a limited extent in Federal-Provincial housing programs. The Ontario Home Renewal Program (OHRP), which is administered through the municipalities, provides interest-geared-to-income loans and grants for home repair. In the unorganized townships OHRP is administered directly through the Ministry of Housing.

The Ontario Housing Corporation builds, owns and manages rent-geared-to-income family and senior citizens units. Surveys of need for these facilities are conducted at municipal council request. Where a need is confirmed, an official request by municipal resolution is required before OHC proceeds with design and construction. The municipalities contribute 7½% of the operating deficits of such projects. A total of 70 units are now being managed by OHC with an additional 224 (most of these for senior citizens) under development, under construction, or proposed. Table II-10 indicates the Study Area municipalities where OHC projects are located and where studies have been undertaken.

TABLE II-10: PUBLIC HOUSING PROJECTS

MUNICIPALITY	LATEST OHC SURVEY	O.H.C. PROJECTS (F - Family) (S - Senior)	
		Existing Units	Under Development or proposed
Kearney	in progress (S)	--	--
Parry Sound ¹	in progress	30F, 20S	38F, 27S
Powassan ²	Dec. 1975 (S)	--	30S proposed
Burks Falls	Oct. 1972	4F, 4S	23S under construction; 5F
Magnetawan ³	Jan. 1976	--	16S proposed
South River	March 1967	12F	12S
Sundridge	Dec. 1975	--	15S proposed
North Himsworth	May 1973	--	23S under construction; 7S
TOTAL		46F, 24S	48F, 176S

- NOTES:
1. Parry Sound survey includes Parry Sound, Foley, McDougall, Carling, McKellar, Hagerman, Humphrey, Rosseau, Christie, and McMurrich.
 2. Powassan survey included Nipissing, South Himsworth and Chisholm Townships.
 3. Magnetawan survey included Chapman Township.
- S Survey is for senior citizens housing needs only.

SOURCE: Ministry of Housing, February 1975.

2. Local and Inter-municipal Special-Purpose Bodies:

Land Use Planning and Development

As Table II-11 indicates, only five of the largest municipalities in the Study Area have planning area status, which is required prior to the appointment of a planning board and Official Plan preparation. None have a full-time or part-time qualified planner. Comprehensive zoning (restricted area) by-laws are in preparation for six only. In the unorganized territory fronting on Georgian Bay (including the islands and 1000' of shoreline but not the urban centres), an interim restricted area order was established in 1975 by the Ministry of Natural Resources under the authority of The Public Lands Act, at the request of cottager associations.

Early in the Local Government Study, the consulting planning firm of Proctor and Redfern Limited produced a public report for the Study Group entitled Analysis of Planning Issues, Problems and Needs in the District of Parry Sound. It analyzed and made recommendations on such topics as present planning problems, interim planning requirements (for the time before a District Official Plan (or Plans) is adopted), long-term planning, and Provincial agency co-ordination. Some examples of that report's recommendations include:

- "Local planning staff does not exist and the intricacies and interactions of interim planning would certainly be beyond the local capabilities under present legislation. The District has no framework in which to fit a planning operation, which only leaves the Province". (p. 59)
- "Under Section 44b of The Planning Act, the Minister of Housing may delegate, under any conditions he imposes, any of his powers or authority. While this may be clearly desirable to expedite the planning process, it is quite evident that such delegation would only happen if there were an appropriate local structure and a competent local planning operation". (p. 67)

TABLE II-11 MUNICIPAL LAND USE PLANNING - AS OF FEBRUARY 1976

MUNICIPALITY	Planning Area	Zoning By-Law(s)		Overall Plan or Zoning Interest	Present Planning Status (3)
		Official Plan	Comprehensive Partial		
KEARNEY	x+ PSDPA (1)	Approved Jan. 1965	Approval pending	x	x
PARRY SOUND				x	x
POWASSAN				x	x
TROUT CREEK				x	x
BURKS FALLS				x	x
MAGNETAWAN				x	x
ROSSEAU				x	x
SOUTH RIVER				x	x
SUNDRIdge				x	x
ARIOUR			In preparation	x	x
CARLING				x	x
CHIAPMAN				x	x
CERISTIE				x	x
FOLEY				x	x
HAGERMAN		Approved Aug. 1971	In preparation	x	x
HUMPHREY				x	x
JOLY		Approved Dec. 1973	Submitted Jan. 1976	x	x
MACHAR				x	x
MC DOUGALL		Approved Aug. 1971	In preparation	x	x
MC KELLAR				x	x
MC MURRICH				x	x
NIPPINGING				x	x
NORTH HINSHORTH	x	Approved Dec. 1973	Approval pending	x	x
PERRY				x	x
RYERSON				x	x
SOUTH HINSHORTH				x	x
STRONG				x	x
CHISHOLM				x	x

NOTES: (1) PSDPA is Parry Sound and District (Joint) Planning Area. Single-independent planning area indicated by x.

(2) By-laws approved for single subdivisions only (Reference or M-Plan).

(3) Ministry of Housing reports recent municipal inquiries, meetings, local surveys, etc., etc., etc.

SOURCE:

Official Plans Branch, Community Planning Advisory Branch, Ministry of Housing, late Feb. 1976.

- "It will be evident from the need for long-term planning identified in this Section, that a permanent planning staff for the District will be mandatory. Any other arrangement for temporary staff ... would imperil the continuing process upon which we place a major emphasis. The quality of planning is only as good as the staff and funds available". (p. 68)
- "The urgency of the need for long range planning in the District is recognized by a substantial number of residents, taxpayers and officials. This general consensus was apparent from the local meetings and submissions and discussions with officials. The form of the planning and its supporting structure must be determined in relation to municipal reorganization." (p. 69)

The need for municipal land use planning within a strong local government system, as stated in the Proctor and Redfern report, is recognized by the Study Group. During the course of the Local Government Study, there has been an increasing interest by local municipalities and groups in immediate and long-term plans and policies. Increasing development pressures, and desires for more local responsibility for planning local areas, are probable factors. But there has been insufficient local interest and action in some areas that presently require at least interim controls while area-wide planning policies are prepared. Carling, Machar, and Strong Townships, and the urban municipalities in the east are examples. One area of great concern to the Study Group is the possible impact in the very near future on Carling Township and surrounding territory, of industrial development in the Carling Industrial Park. Protection is required against strip development, conversion of seasonal buildings with inadequate water and sewage systems, and pressure on roads and schools in the area. Recommendations in the final report of the District of Parry Sound Local Government Study will deal with this and other urgent issues that have a bearing on local government structure and planning needs.

A number of Provincial ministries have a major role in present detailed land use and development matters in the Study Area, especially in the 23 municipalities without planning area status and in the unorganized territory. The Study Group organized two workshops in 1975 to discuss interim planning needs and proper co-ordination among a number of ministries. The following agencies have present responsibilities related to land-use and will have large inputs into any future municipal or District-wide planning:

<u>Ministry</u>	<u>Areas of Responsibility</u>
Housing	<ul style="list-style-type: none">- approval of subdivisions, consents, Official Plans, housing policy statements- assistance in municipal planning studies
Natural Resources	<ul style="list-style-type: none">- management of public lands and waters- outdoor recreation and resource products planning and management- participation in planning for co-ordinated use of all lands and waters
Environment	<ul style="list-style-type: none">- design and approval of major water, sewage treatment, and solid waste projects- environmental assessments
Ontario Hydro	<ul style="list-style-type: none">- planning of power plant locations and transmission routes- rural hydro services
Transportation and Communications	<ul style="list-style-type: none">- highway improvements (planning of routes, alignments, capacity)- access to lots off highways
Industry and Tourism	<ul style="list-style-type: none">- industrial and business development- tourism establishment licensing

<u>Ministry</u>	<u>Areas of Responsibility</u>
Treasury, Economics and Intergovernmental Affairs	<ul style="list-style-type: none">- Provincial economic and social planning- regional planning- Federal-Provincial development agreements- local government policy

A report on the Provincial Government's development strategy in Northeastern Ontario (including Parry Sound District) is expected to be published by the Ministry of Treasury, Economics and Intergovernmental Affairs in the spring of 1976. It will form a general policy basis for the District-level planning and local planning that is required in the Study Area. The information collected, mapped and analyzed by the Parry Sound Study Staff will be useful for the future planning required.

Water, Sewerage and Solid Waste Facilities

Communal Water and Sewage Treatment: Few communities in the Study Area have communal water supplies or sewage treatment facilities. As Table II-12 below shows, only Parry Sound, Powassan, Callander (North Himsworth), and Burks Falls have both types of facilities. South River has a water system, while Sundridge has a new sewage collection and treatment system. Water supply systems are generally municipally owned and operated (except in Callander), while the Ontario Ministry of the Environment owns and operates sewage treatment facilities and charges to the municipal users the cost of their operation and financing.

TABLE II-12

COMMUNAL WATER AND SEWER FACILITIES

<u>MUNICIPALITY</u>	<u>WATER SUPPLY</u>	<u>SEWAGE TREATMENT</u>
PARRY SOUND	Municipal (Georgian Bay)	Provincial - primary; expansion and secondary plant in design stages
POWASSAN	Municipal (wells)	Provincial lagoon-expansion proposed
BURKS FALLS	Municipal (wells)	Provincial - new lagoon (2000 design pop.)
SOUTH RIVER	Municipal (wells)	--
SUNDRIDGE	--	Provincial - new
MCDougall	Nobel area only - CIL and local	Sewers only (no treatment) in Crawford subdivision - lagoon in design stages
NORTH HIMSORTH	Provincial - new (Callander)	Provincial - new (Callander)

SOURCE: Ministry of the Environment

Individual Supplies: In the rest of the Study Area, individuals provide their own water from wells and surface sources, which are subject to inspection by the district health units. Individual sewage disposal systems (e.g. of the septic tank and tile bed type) tend to be adequate for homes and businesses on lots of adequate size and soil of sufficient depth and drainage. They are less than adequate on small sites and inadequate where the level fluctuates, on rocky sites, or when they are incorrectly installed or maintained. Private systems are required to be inspected by the Ministry of the Environment in the Parry Sound-Muskoka Health Unit's area, and by the North Bay and District and Sudbury District Health Units in their areas. (see Map 5)

Communities without communal services which have or are likely to have pollution problems include Britt, Byng Inlet, Dunchurch, Magnetawan, McKellar, Pointe au Baril, and Rosseau. Most of these places have small lots, limited soil cover, and old and often substandard sewage systems that may be affecting wells and surface water supplies.

Solid Waste Disposal: Most of the municipalities provide garbage collection for the built-up areas within their boundaries, with more frequent service in the large towns and villages than in the townships. The location of land fill sites and garbage dumps are indicated in Atlas Map 27. A number of municipalities are co-operating in the acquisition and maintenance of new, larger landfill sites. A large site in McDougall Township is being developed to take household wastes from west Parry Sound District.

The Ministry of Natural Resources operates dumps in the unorganized townships. Refuse is a special problem in organized and unorganized territory in the summer months.

Carling Township Industrial Park Servicing: As of this writing, an announcement is expected very soon from the Treasurer of Ontario and the Federal Minister of Regional Economic Expansion concerning the financing of water supply and sewage treatment facilities for the Carling Industrial Park at Woods Road. A preliminary study prepared in November 1974 estimated the cost of a full system (full fire protection volume and large sewerage capacity) to be about \$1,580,000. A no-fire-protection water system and small sewerage capacity were costed at \$830,000 (Urban Services - Reconnaissance Studies for the Parry Sound Area Industrial Park Board, Proctor and Redfern Ltd., 1974). A major issue of concern to the Study Group -- the organization and ownership of these and other services required by an industrial complex in Carling -- has not yet been resolved. The Proctor and Redfern "reconnaissance study" stated that:

- "Although we have no information concerning the exact position, in the legal and constitutional sense, of the Parry Sound Area Industrial Park Board, it is not at all clear it would have the authority (disregarding questions of capability) to operate and maintain water and sewage works. The Township of Carling (in which the Park is located) might be the organizational unit which would 'normally' assume such responsibilities. However, here, because of the absence of prior 'urban' development of any consequence, there is no body of experience with such matters." (pp. 40-41)

The Town of Parry Sound and the Province of Ontario are the only bodies presently available and capable to provide such services as water and sewerage, solid waste disposal, and fire protection for Carling Park industries and their workers. It goes without saying that possible pollution downstream (that is, in the Shebeshekong System and in Georgian Bay), due to of inadequate services in the Industrial Park, must be prevented.

The Industrial Park is a key issue in the planning, servicing, and local government structure of west Parry Sound District. It will be addressed in detail in the Study Group's final recommendations.

Electricity

Electricity requirements in the Study Area are provided by six elected municipal utilities commissions and by six area offices of Ontario Hydro.

Table II-13 shows indicators of the relative sizes of the six municipal utilities in the Study Area. The Parry Sound utility is by far the largest and generates some of its own power requirements. All serve their immediate urban area only. The Parry Sound, South River, and Burks Falls public utilities commissions also operate local water services.

TABLE II-13

MUNICIPAL ELECTRICAL UTILITIES

INDICATOR	PARRY SOUND PUC	SOUTH RIVER PUC	BURKS FALLS PUC	SUND- RIDGE HEC	ROSSEAU HS	MAGNE- TAWAN PUC
Customers 1972⁽¹⁾						
Residential	1965	344	314	310	133	99
General	391	64	83	75	22	28
Revenue 1972 (\$ '000)						
	613	94	96	76	23	15
Total Assets 1972 (\$ '000)						
	1,368	211	208	166	73	43
1973 Energy Supplied ('000 KWH)						
	35.5	5.8	7.2	5.9	1.5	1.1
Number of Employees 1974						
	11	2 (P.T.)	2	1	1	1

NOTE: 1. Residential - homes with year-round service.
General - business, manufacturing, etc.

SOURCE: Ontario Hydro.

Ontario Hydro provides electricity to the Study Area through six area offices, four in its Georgian Bay Region and two in its Northeastern Region. The areas served are shown on Map 8, while Atlas Map 23 shows the transmission corridors and local lines serving its "rural hydro" customers in some detail. Only the Parry Sound rural operating area (ROA) is completely within the Study Area. Service level indicators for each are shown below. Powassan, one of 13 municipal systems in Ontario owned and operated directly by Ontario Hydro, is included within the North Bay ROA data.

TABLE II-14
ONTARIO HYDRO RURAL OPERATING AREAS, 1973

	GEORGIAN BAY REGION				N.E. REGION	
	BRACE-BRIDGE	HUNTS-VILLE	PARRY SOUND	PENE-TANG	WARREN	NORTH BAY
Number of Employees	66	48	36	44	34	94
Customers ⁽¹⁾						
Farm	238	284	134	640	472	392
Residential	4,155	3,541	2,369	3,302	3,304	4,443
RRIO	13,008	5,996	4,632	8,452	2,048	2,124
General	1,095	915	647	687	596	786
TOTAL	18,496	10,736	7,782	13,081	6,420	7,745

NOTE: 1. Classes of Customers:

Farm - farms (year-round occupancy)

Residential - permanent residential buildings, with continuous service demands

RRIO - (Rural Residential Intermittent Occupancy) -

- Seasonal or intermittent service, to buildings not regarded as the customer's permanent residence

General - business, commercial, manufacturing, etc.

SOURCE: Ontario Hydro Statistical Yearbook; Ontario Hydro

Libraries

Library services are provided in the Study Area from thirteen public library locations and a number of school libraries. Ten libraries operate under The Public Libraries Act and have boards appointed by municipal councils. There are also three community libraries, in Dunchurch, Magnetawan, and Loring (Argyle School). Large book and reference collections are also maintained from the school libraries, especially the large elementary, senior public, and high schools in the Study Area.

There are presently fourteen library boards operating in the Study Area. The eleven public library boards operating library services include three inter-municipal or "union" public library boards (centred in Burks Falls, Powassan and South River), seven single public library boards, and the board of the Algonquin Regional Library System. These are described in Table II-15. In addition, public library boards were recently appointed, effective January 1, 1976 by Foley, McDougall, and Carling Township councils to take advantage of provincial grants. Library services are available to their residents from the Parry Sound library only. The union library boards cover these municipalities:

Burks Falls, Armour, Ryerson

South River, Machar

Powassan, Nipissing, South Himsworth, Trout Creek, Chisholm

Each public library board is appointed annually and is a corporate body separate from the municipal corporation. The Algonquin Regional Library System covers the District of Parry Sound, Nipissing District and the District Municipality of Muskoka. The Regional Library System Board has 9 members, three appointed annually from local board members in each District. The Regional Library distributes over 80,000 books and other materials to local libraries in the system. It provides such services as cataloguing, reference, specialized materials, purchasing and general advice to its twenty-four member library boards in the three Districts. Recently the

TABLE II-15: PUBLIC LIBRARY STATISTICS 1974

BOARD NAME ¹	Board Members	Volumes		Staff ²		Income			Expenditures	
		Held	Circ'n	Prof.	Non-Prof.	Hours Open (week) 1973	Prov. Grant \$	Munic.	Total Current Per Capita \$	
								Grant \$		
BURKS FALLS UNION	7	6,417	6,822	F, P	F, P	12	2,920	900	3,980	7,800
HUMPHREY	5	3,192	5,028	F, P	F, P	26	855	500	1,474	2,829
KEARNEY	5	5,548	1,000	F	F	4	359	100	711	1,170
NORTH HIMSWORTH	5	5,760	6,460	F, P	F, P	4	3,352	-	2,428	5,780
PARRY SOUND	5	15,622	54,456	F	F, 2P	69	8,201	21,260	22,743	52,204
PERRY	5	n.a.	n.a.	F, P	F, P	6	1,412	703	298	2,413
POWASSAN UNION	10	7,722	14,176	F	F	15	7,149	1,425	3,359	11,933
ROSSEAU	5	2,476	600	P	P	38	336	140	428	904
SOUTH RIVER UNION	5	3,958	4,151	F	F	8	2,611	1,814	2,013	6,438
SUNDRIdge	5	3,172	1,609	F	F	4	1,153	-	1,779	2,932
TOTALS		44,917	94,302	F	9F, 6P		28,348	26,842	39,213	94,403
ALGONQUIN REG'L LIBRARY SYSTEM	9	80,879	n.a.	2F	3F	35	167,551	-	103,755	271,306
										\$1.57

NOTE : 1. See text for areas covered by union library boards; Kearney also serves Bethune, Proudfoot townships
 2. Staff: F = serving all open library hours. P = part-time.
 n.a. Information not available.

SOURCE : Public Library Statistics 1974; Algonguin Regional Librarian

Regional Library has sponsored a performing arts series bringing well-known performers to various communities in the Study Area. The program is Provincially funded.

Table II-15 shows such indicators of library use as circulation, total volumes held, and hours open. The Parry Sound Public Library is by far the largest in the Study Area. Its 1974 expenditures amounted to \$8.00 per capita, well above the other Study Area library boards. The provincial average per capita expenditure for library services is \$7.23. The inclusion of Carling, Foley, and McDougall within Parry Sound's library system will greatly decrease its 1974 figure of \$8.00 per capita. Powassan, Burks Falls, and North Himsworth (Callander) are next in size.

All libraries are important to their communities. Table II-15 indicates the 1974 income and expenditure data for the ten boards and the Algonquin Regional Library System. Revenue from borrower cards, fines, rentals, etc. is the main source (42%), followed by Provincial grants (30%), and municipal contributions (28%). Compared to other municipalities, Parry Sound Council is a generous contributor to its library service. Provincial library grants are presently \$1.70 per person served by a public library board. The Algonquin Regional Library System receives most of its revenue from the Province, based on a formula of 55¢ per person and \$3.00 per square mile within its jurisdiction.

Of the thirteen libraries, those in Callander, Burks Falls, Magnetawan, and Parry Sound are housed in separate library buildings. The Parry Sound Library is also headquarters for the Algonquin Regional Library. The others are located in municipal offices, community halls, and schools. Some clerk-treasurers in the smaller municipalities are library board secretaries or board members.

There are three professional librarians employed in the District, two of them by the Regional Library. The other libraries have a "librarian in charge" and some have additional part time staff. The three community librarians have volunteer staff only. The central and northwest areas of the District are not presently served by public library services, although the facilities within schools do provide materials indirectly to homes and residents of the area.

Recreation and Community Activities

Recreation programs and community buildings are administered by a variety of appointed local special-purpose bodies and in some cases by municipalities directly. Table II-5 lists 14 municipalities with recreation committees (sometimes confused with a council's own recreation committee) and seven with community centre or community hall boards, a museum board (Magnetawan), and two single-municipality special-purpose boards found only in Parry Sound, an arena board and a parks advisory board. Parry Sound Council has a parks, recreation and environmental control committee, to maintain liaison with the two boards.

In several cases, neighbouring municipalities participate in joint recreation programs and have joint boards of management for the facility used. Powassan is the location of facilities operated on behalf of municipal councils (but separately from them) by a joint arena board and a joint community centre board. Both are shared by Powassan and Nipissing, South Himsworth, and Chisholm Townships. A joint arena board operates the Burks Falls arena for Armour, Ryerson, and Burks Falls.

The recreation activities vary with each municipality, but generally include summer playground programs, community use of halls for social events and meetings, outdoor skating rinks, and, in the three large urban municipalities (Parry Sound, Powassan, and Burks Falls), skating and hockey programmes. These are supplemented by school-based recreation activities and night courses.

Grants for community recreation facilities and programs are administered by the Ministry of Culture and Recreation, under The Community Recreation Centres Act, 1974.

Unorganized Territory - Local Roads Boards

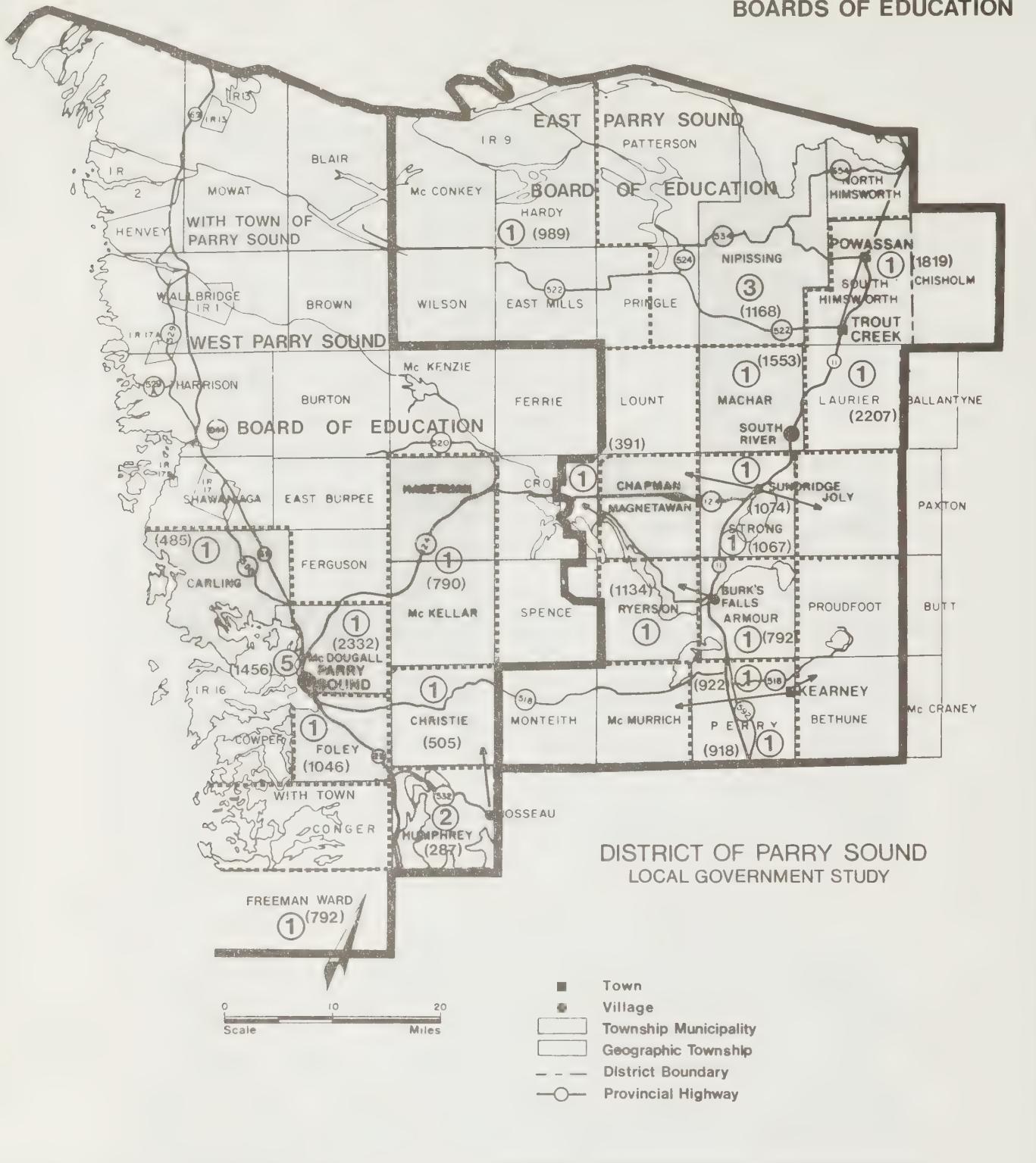
Local roads boards are the only local bodies with jurisdiction in a substantial part of unorganized territory. Within the Study Area, some 380 miles of local roads are under the jurisdiction of 22 local roads boards (A twenty-third, the Wallbridge South Board, was established in 1975). The local roads areas are shown on Atlas Map 21.

These boards are elected in May of each year from among the landowners along the road, or who gain access to their properties via the road -- the same people who are liable for the local road tax. Subject to Ministry of Transportation and Communications approval, the board determines the road work which needs to be done in that year and levies the necessary tax on each owner in accordance with the assessed value of his property. Tax collection and administrative duties are carried out by a secretary-treasurer, who is appointed by the board. Actual road work is carried out by the Ministry of Transportation and Communications, using its crews and equipment.

Effectively, the rate of Ministry of Transportation and Communications' subsidy to the cost of road work in the District's local roads areas is very similar to its subsidy rate to township municipalities, although a different formula is used. Furthermore, the range of expenditures per mile of road is similar for local roads boards and township municipalities. As a general rule, road authorities serving primarily seasonal populations tend to experience higher costs than those in more agricultural areas.

By contrast to municipalities, much of the responsibility for actual road program administration is passed on to the Ministry of Transportation and Communications. Many local roads boards virtually fold up for the winter because many board members are out-of-District seasonal residents and the administration necessarily suffers from a certain "occasional" flavour. This situation is becoming increasingly serious because of winter use of cottages and school bus access to permanent homes.

MAP 2
BOARDS OF EDUCATION



BOARDS OF EDUCATION

- Board Boundary
- Office
- Ward Boundary
- ① Number of Trustees Elected in Ward
- (123) Population per Ward Trustee

SOURCES: Board Administrators.

3. Area-Wide Special-Purpose Agencies:

Education

The East Parry Sound and West Parry Sound Boards of Education serve the Study Area. These two elected bodies are responsible for the largest single public service in the Study Area, in terms of local levies, Provincial grants, physical assets, employment, and impact on individuals and families.

The internal administration and policies of the boards of education are beyond the terms of reference of this study. However, several items are worthy of discussion. This section discusses the method of representation, the location of facilities, enrolment trends, and school transportation, as indicators of population trends in the Study Area. Brief financial notes highlight the large Provincial share of education board revenue and the differences between the East and West Boards in both revenue and expenditure patterns. Details on school tax collection are provided to indicate to unorganized territory by both the Boards and the municipalities.

Each board has adopted a different method of representation for the unorganized territory. On the West Board, five trustees represent the Town of Parry Sound and all unorganized territory. On the East Board, the Argyle area (four and one-half geographic townships) has one representative. Elsewhere in the east, board candidates living in unorganized territory must stand for office against municipal residents. Table II-7 and Map 2 show the level of representation expressed as the number of permanent residents per trustee.

The ward system and numerical representation apparently were based in part on equalized residential assessment, which does not fully reflect the distribution of permanent residents whose children are using the school system. High cottage assessment (and therefore high education tax contributions) affects the population per school trustee ratio in several parts of the West Board especially. This imbalance can be observed, for example, where Humphrey Township has two representatives with a permanent population of 574 and McDougall has one representative with a population of 2,332. The need

to follow municipal boundaries also creates some necessary differences in the level of representation. The recent release of market value assessment figures and the recommendations of this Study on municipal consolidation may prompt a re-analysis of representation.

The West Parry Sound Board has its administration office in Parry Sound and the East Parry Sound Board its administration office in South River. The Board areas are indicated on Map 2. The locations of schools and school boundaries are shown on Atlas Map 28. The West Board area covers twenty-two full townships (seven are organized, the Town of Parry Sound, the Village of Rosseau, and the west portions of Croft and Spence unorganized townships. It also includes Freeman ward of Georgian Bay Township in Muskoka District. The East Board covers 23 full townships, small parts of Croft and Spence townships, and seven towns and villages in the District. It also includes Chisholm Township in Nipissing District.

Representation: Each board comprises trustees elected on a ward basis, with one trustee appointed by the board acting as chairman. The ward representation systems are summarized in Table II-7 and shown on Map 2.

The West Board has 15 members, comprising 13 trustees elected from eight wards, one trustee elected by separate school supporters, and one trustee representing the four Indian Bands in the West Board area. The East Board also has 15 members. These include 14 elected from 12 different wards and one elected by separate school supporters. Only Strong, Armour, and Perry Townships have their own trustees; all other municipalities are grouped together in wards. A number of the ward groupings do not reflect existing village-township relationships. For example, Sundridge and Strong are in two different wards, as are Burks Falls and Armour.

Education Facilities: Tables II-16 and II-17 indicate each school's enrolment, capacity, facilities, and total teaching staff. School locations and areas are shown in Atlas Map 28.

In the West Board area, there are 12 elementary schools. The Kinsmen School for Retarded Children, Parry Sound High School and three elementary schools are located in the Town of Parry Sound. The High School has had four additions since its initial construction in 1951. The Kinsmen School was built in 1964.

ELEMENTARY SCHOOL CONSTRUCTION - WEST

<u>Period</u>	<u>Schools Built</u>	<u>Refinished or additions</u>	<u>No Improvements</u>
Before 1950	4	3	Pointe au Baril 1949
1951-1960	4	3	Sugar Bay 1954
1961-1970	4	1	Britt 1967 Whitestone Lake 1963
	—	—	William Beatty 1966
	12	7	

In the East Board area, there are 18 elementary schools. Almaguin Highlands Secondary School was built in 1958 and has had two additions since then.

ELEMENTARY SCHOOL CONSTRUCTION - EAST

<u>Period</u>	<u>Schools Built</u>	<u>Refinished or Additions</u>	<u>No Improvements</u>
Before 1950	6	3	Magnetawan Central, 1949 Nipissing Central, 1949
1951-1960	9	6	Restoule Public, 1955 Burks Falls Jr. Public, 1959 Kearney Public, 1955
1961-1970	4	2	South Himsworth, 1962 Chisholm Central, 1964
	—	—	
	19	11	

TABLE II-16 SCHOOL CHARACTERISTICS - WEST PARRY SOUND BOARD OF EDUCATION

School	Enrolment					Sept 1975	Rated Capacity	Enrol/ Capacity	Facilities 1974		1975 No. of Teachers ²
	1970	1971	1972	1973	1974				Rooms	Gym	
Britt	264	249	245	215	197	183	285	64.2 %	8	1	1
Foley Central	185	197	147	152	146	159	175	90.8	6	1	-
Humphrey Central	232	222	272	276	271	301	320	94.1	8	1	1
Isabella Street (PS)	325	308	302	277	271	266	425	62.6	12	1	1
Mactier	275	226	191	171	184	176	390	45.1	9	1	1
McDougall Central	238	241	250	253	254	279	320	87.2	8	1	1
Nobel	351	345	347	318	303	298	390	76.4	10	1	1
Pointe au Baril	47	46	46	47	42	33	70	47.1	2	-	2.1
Sugar Bay	17	17	15	15	14	12	35	34.3	1	-	1
Victory (PS)	293	276	257	243	246	213	406	52.5	-	10	10.7
Whitestone Lake	121	128	105	105	89	106	149	71.1	4	1	-
William Beatty (PS)	786	721	708	661	702	625	877	71.3	23	1	1
ELEMENTARY TOTAL	3,314	2,976	2,885	2,733	2,719	2,651	3,842	69.0 %	117F + 6.2P		
Parry Sound High School	1,234	1,358	1,355	1,353	1,347	1,347	1,620	83.1 %	63	3	-
Kinsmen (PS)	-	13	15	18	19				-	2 F	
TOTAL:	4,368	4,347	4,255	4,104	4,085	4,017				267	

NOTES: 1. Rooms include instructional areas (classrooms, portables, music rooms, labs, shops etc.) and vacant classrooms.

2. Includes full-time (F) and part-time (P), expressed in full-time equivalents.

K :::: Indicates kindergarten (No. of Rooms)
(PS) .. Indicates school located in Parry Sound Town

SOURCES: Business Administrators, East and West Boards; Ministry of Education.

TABLE II-17 - SCHOOL CHARACTERISTICS - EAST PARRY SOUND BOARD OF EDUCATION

School	Enrolment					Sept 1975	Rated Capacity	Enrol/ Capacity	Facilities ¹			1975 No. of Teachers
	1970	1971	1972	1973	1974				15	1	Jr.1	
M.T. Davidson (NH)	316	293	266	256	226	216	495	43.6 %	15	1	Jr.1	12.2
P.J. Keeling P. (NH)	148	161	146	135	130	148	245	60.4	7	-	-	6.4
Nipissing Central	110	116	104	105	110	123	140	87.8	4	-	-	5.0
Restoule	37	38	39	43	36	36	70	51.4	2	-	-	2.3
Argyle & Annex	220	218	210	200	179	177	315	56.2	9	1	1	9.5
Powassan Jr.	330	333	328	315	289	275	315	87.3	10	-	-	12.8
Mapleridge Sr. (P)	350	356	389	425	427	429	490	87.6	13	1	-	20.6
Himsworth S. Central	112	113	114	105	109	103	120	85.8	4	-	-	5.1
Trout Creek	143	138	138	140	157	149	160	93.1	5	-	-	7.8
South River	295	268	262	268	273	291	320	90.9	9	1	1	13.1
Magnetawan Central	113	99	102	96	80	85	140	60.7	5	1	1	4.5
Sundridge	212	213	218	217	215	205	280	73.2	8	1	-	10.0
Burks Falls Jr.	293	267	291	295	306	318	390	81.5	11	1	1	14.6
Chisholm Central	78	90	90	96	89	98	105	93.3	3	-	-	4.4
Perry Central	94	107	112	106	111	99	140	70.7	4	-	-	5.0
Kearney	42	48	43	40	41	30	90	33.3	3	-	-	2.4
Land of Lakes Sr. (Burks Falls)	350	331	341	356	379	383			14	1	-	17.5
ELEMENTARY TOTAL	3,306	3,247	3,251	3,251	3,177	3,165	3,815*	72.9 %*				138 F
Almaguin Highlands	1,220	1,222	1,225	1,227	1,257	1,301	1,235	101.8 %	No Information	74 F		15.3 P
Sec. School												227
TOTAL:	4,526	4,469	4,476	4,478	4,434	4,466	5,050*	80.8 %*				

NOTES: 1. and 2. See notes for Table II-16. (NH) = North Hinsworth (P) Powassan

* Rated Capacity total and enrolment/capacity ratio exclude Land of Lakes Senior Public School, recently expanded, which formerly had a rated capacity of 350 students.

Enrolment Trends: In total, the 1975 school enrolment in the Study Area was 8,483 students or 24.5% of the District's total population. Enrolment trends are similar to provincial trends, with a general decline evident in the elementary school population and a relatively stable secondary school population. It would appear that the East Board area is enjoying a relatively more stable school population. It experienced a 4.2% decline between 1970 and 1975, compared to a 20.0% decline in the West Board area. Only two schools showed an increase: Humphrey (probably due to the closing of nearby schools) and McDougall (reflecting population increases). In the East, only six of 18 schools showed significant decreases. Predictably, the East's senior public schools in Powassan and Burks Falls have had large enrolment increases.

Future predictions for school-age population in the Study Area indicate a decline in enrolment. This, in the past, has resulted in the closing of schools such as those in Carling, Christie and Sprucedale. In the future, too, it may result in further closings, particularly of small schools, and an increase in the amount of daily travel time to and from school.

School Transportation: The cost of busing pupils to and from schools in the Study Area is high: school transportation was 10.7% of the West Board's total 1973 expenditures in 1973, and for the East Board, 14.4%. The relative costs are higher in the East because of the less concentrated population pattern and the location of Almaguin Highlands Secondary School outside any urban centre. In 1974 the East Board used 105 vehicles to transport 3,796 students (including 85.6% of the total school population and 98% of the high school students). Students are also transported to North Bay (40 students in 1974) and Huntsville (thirteen).

The West Board used 77 school buses to transport 1,994 students (48.8% of the 1974 enrolment). Transportation to the Sugar Bay School in the South Channel is by boat or snowmobile. Secondary school pupils from the more remote areas board in Parry Sound.

Since there are no schools for the mentally retarded in the East, the Board has made arrangements with North Bay and Muskoka. Retarded children living north of Trout Creek go to North Bay's West Bayfield School. Those students living in and south of South River go to the D.M. Head School in Novar. Week-end transportation is provided for local deaf and blind children attending Provincial schools located in Belleville and Brantford, respectively.

School consolidation and the scatteration of population have been the main reasons for the intricate and costly bus routing systems. The direct costs to the Boards and to Provincial and local taxpayers are measurable and high. The time and social costs to pupils travelling up to three hours per day are also important, and must be weighed against the benefits from improved educational facilities and opportunities. In addition, local government must bear the considerable cost of snowploughing the municipal roads used by school vehicles to reach all families with school children. All these costs are increased by the lack of local plans or policies which might restrict housing and development to present population centres.

Collection of School Taxes: Each Board estimates the revenue required from local taxation and bills each municipality the appropriate amount. The amount required for education from local taxes is part of the municipality's total requirements and therefore forms part of the overall mill rate. The municipalities collect the education tax from their residents directly, as part of the overall local tax levy. Education is not shown separately on the municipal tax notice.

TABLE II-18: EDUCATION REVENUE AND EXPENDITURES

<u>Revenue Category</u>	<u>Amount</u> \$	<u>%</u>	<u>Amount</u> \$	<u>%</u>
Ontario Government	3,813,797	83.4	2,925,967	65.9
Local Taxation	679,896	14.9	1,260,563	28.4
Federal Government (tuition, etc.)	-	-	201,820	4.5
Other Revenue	80,286	1.7	40,669	0.9
TOTAL	4,573,979	100.0	4,439,019	100.0
<u>Expenditure Category</u>	<u>Amount</u> \$	<u>%</u>	<u>Amount</u> \$	<u>%</u>
Instruction	2,793,922	56.2	3,051,544	68.8
Transportation	719,445	14.4	475,388	10.7
Plant Operation	520,892	10.5	550,037	12.4
Other (incl. debt charges, admin. etc.)	942,889	18.9	362,050	8.1
TOTAL	4,977,148	100.0	4,439,019	100.0
ENROLMENT	1973 -	4,478	1973 -	4,104
EXPENDITURES PER STUDENT	1973 - \$1,111.47		1973 - \$1,081.63	

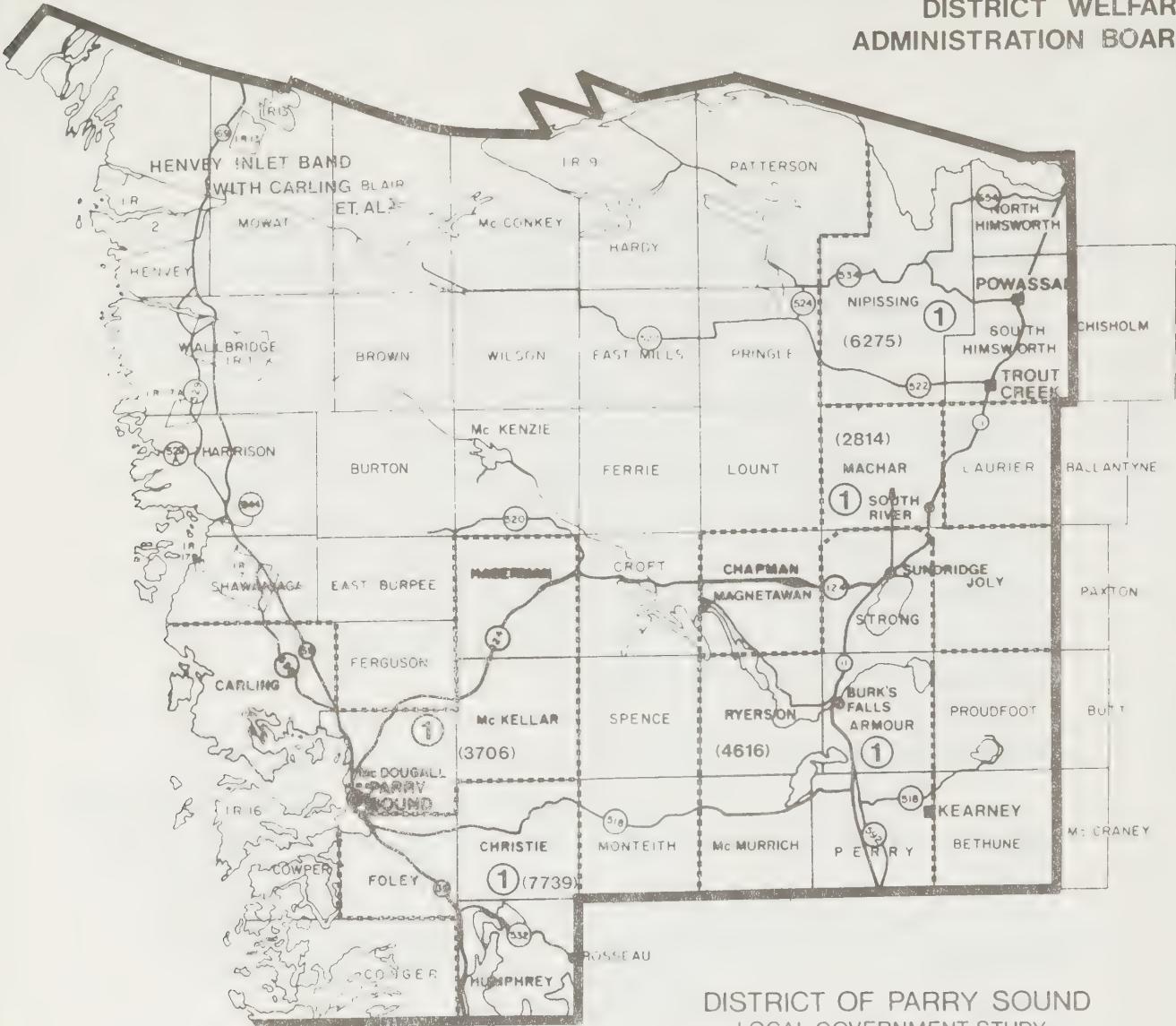
SOURCE: Boards of Education

The method of collection of school taxes from assessed property owners in the unorganized townships differs between the two boards. In the West, the Town of Parry Sound collects education taxes for the unorganized areas. In the East, the collection system is based on the old TSA's (township school areas). Kearney, McMurrich and Magnetawan collect taxes from the TSA portion of their surrounding geographic townships: Proudfoot and Bethune; Monteith; and Lount, Croft and Spence, respectively. The Board collects taxes in the non-TSA parts of these townships and in the six townships west of Nipissing.

Revenue and Expenditures: Table II-18 contains financial highlights. Education expenditures in 1973 totalled \$9.4 million. Provincial grants provided by far the largest revenue, especially in the East. Instruction costs (salaries and materials) accounted for 62% of 1973 expenditures and assumed a somewhat higher proportion in the West Board.

MAP 3

DISTRICT WELFARE
ADMINISTRATION BOARD



DISTRICT OF PARRY SOUND
LOCAL GOVERNMENT STUDY

DISTRICT WELFARE ADMINISTRATION BOARD

- Boundary of Area Served
- Main Office
- Zone (Ward) Boundary
- (1) Number of Municipal Appointees for Zone
- (123) Population per Zone Appointee

SOURCE: The District Welfare Administration Boards Act and Ontario Regulation 225/70, as amended (August 1973 Office Consolidation)

Social Services

The administration of social services is complex and involves, in the Study Area, three levels of government as well as numerous private and volunteer bodies. Among the programmes provided are family welfare, child welfare, homemakers and nurses services, vocational rehabilitation, day nurseries, and homes for the aged. The municipal councils in the Study Area have direct management of resources and programmes only for day nurseries. The other programmes are administered largely by local separate bodies which are appointed by the councils under separate provincial legislation. These agencies include boards for the two homes for the aged, the District Welfare Administration Board, and the privately incorporated Children's Aid Society. Their structure and methods of representation are outlined in Table II-7 and Maps 3 and 4. The 1973/74 municipal share of social service expenditures in the Parry Sound District was only 5.7%. The Ontario Ministry of Community and Social Services administers the complex array of legislation, regulations and procedures governing social services in the Study Area, as in the rest of Ontario.

Table II-19 indicates the numerous social services programmes involving Provincial-local cost-sharing. The 1975 issue of Provincial Financial Assistance to Municipalities Boards and Commissions lists twenty-two such programmes. Each has a variety of controls, procedures, and conditions, which are dictated by social welfare legislation and its assorted regulations. Approval by the Province of budgets, building sites and plans, and the Homes for the Aged administrators' salaries are examples of the Provincial approvals required. In the case of elderly persons centres (there are none to date in the Study Area), the Ministry's incursion into local decision-making reaches the extreme of approving the municipality's enabling by-law, and requiring a 20% contribution by the municipality to the capital and operating costs of such centres.

Social services expenditures in the District of Parry Sound are high. Table II-20 shows that the District has, for five years, almost consistently ranked fourth-highest of the Province's forty-eight counties, districts and regions in terms of per capita expenditures, while it is now thirty-seventh in terms of total spending. Manitoulin Island (\$129 per capita in 1973/74), Prescott and Russell in eastern Ontario (\$96) and Timiskaming District (\$84) are the only areas higher. Parry Sound District's high per capita costs may be explained by the higher-than-average general welfare (short-term assistance) needs which result from a lack of permanent employment opportunities, and by a population base which is too small and too dispersed for administrative "economies of scale" to be realized.

Table II-20 shows the total expenditures by programme in 1973/74 and the portion of the total which is shouldered by the municipalities-either directly or through the District Welfare Administration Board, the Children's Aid Society, and the Homes for the Aged Board appropriations. Family benefits payments (long-term welfare assistance), paid 100% by the Provincial and Federal governments, amounted to \$1.4 million of the \$2.6 million spent on all social services in the District for that year. The municipal share was only 5.7% of total social services expenditures, the lowest share of the Province's forty-eight areas. The Northeastern Planning Region's average was 8.6%, while across Ontario, 11.2% of all social services expenditures are borne by the municipalities.

District Social Services (Family and Child Welfare)

Until the late 1960's, welfare or "relief" was administered in the Study Area by each municipality individually, without the benefits of qualified professional staff or area-wide policies and procedures. On their initiative, a committee of municipal leaders in the District recommended:

TABLE 11-19
PROGRAMS AND CONDITIONAL GRANTS ADMINISTERED
BY MINISTRY OF COMMUNITY & SOCIAL SERVICES 1975

LOCAL AGENCY PROGRAM	PROGRAM DETAILS AND LEVEL OF SUBSIDY (%)	
	OPERATING COSTS	CAPITAL EXPENDITURES
CHILDREN'S AID SOCIETIES	80%	General - 25%
Child Welfare	100% for unorganized territory residents and Indian children	Special - \$5000/bed for new building - \$1200/bed for existing building
MUNICIPALITIES		
Day Nurseries	80%	New building - 50% Existing building - 80%
Elderly Persons Centres	50% (to \$15,000)	30%
HOMES FOR THE AGED BOARDS	<u>General Care</u> 70% (100% for resi- dents of unorgani- zed areas) <u>Extended Care</u> (Nursing care under Health Insurance plan) 70% of (1) portion of fee not afford- able by the resid- ent, and (2) costs above \$18.50 per day 100% of (1) excess of day costs over \$5.90 fee payable by resi- dent and (2) approved drugs	Construction, altera- tion, Furnishings, etc. of: New Bldg. - 50% Acquired - 50% Possible - 100% of costs for unorganized portion
DISTRICT WELFARE ADMINISTRATION BOARDS	80% - Basic family budgetary items (e.g. food, shelter, fuel, drugs, etc) 80% - supplementary aid (supplement other assistance plans) 50% - special assistance (e.g. prescription drugs, moving, dental) 100% - all GWA program costs for residents of unorganized territory	
General Welfare Assistance (GWA)	50%	
Administration Homemakers and Nurses Services	80%	

NOTE: 1. Includes approved corporations under Part II of the Corporations Act and Indian Lands.

SOURCE: Provincial Financial Assistance to Municipalities,
Boards and Commissions, Ministry of Treasury,
Economics and Intergovernmental Affairs, June 1975,
pp. 1-13

TABLE II-20a

SOCIAL SERVICES EXPENDITURES IN THE DISTRICT OF PARRY SOUND

Selected Indicators 1969/70 to 1973/74

Year	<u>Total Expenditures</u>		<u>Per Capita (\$)</u>			<u>Calculated Population</u>
	<u>PS</u>	<u>Rank of 48</u>	<u>PSD</u>	<u>Rank of Ont.</u>	<u>48</u>	
1973-74	2,602,608	37	88.49	4	61.17	29,411
1972-73	2,420,074	37	83.32	4	58.23	29,054
1971-72	2,246,347	37	77.81	5	54.99	28,869
1970-71	1,909,952	36	66.69	4	45.99	28,638
1969-70	1,726,401	34	61.17	4	37.65	28,224

NOTE : 1. Excludes community service grants (now administered by Ministry of Culture and Recreation).

SOURCE: Expenditures by Counties - Year Ending March 1974, Ministry of Community and Social Services, Research Branch, no date.

TABLE II-20b

Public Expenditures on Social Services

District of Parry Sound Fiscal 1973-74

<u>Program</u>	<u>Total Expenditures</u>	<u>Municipal Portion (%)</u>	<u>Operating Agency</u>
General Welfare	\$ 263,149	20.0	DWAB
Family Benefits	1,433,315	-0-	Province of Ontario
Homes for/Operating the Aged / Capital	570,553 28,504	8.0 -0-	Homes for the Aged Boards
Homemakers and Nurses Services	1,815	20.0	DWAB
Child Welfare	276,306	17.4	CAS
Vocational Rehabilitation	32,059	-0-	Province of Ontario
Day Nurseries - operating capital	25,411 643	20.0 -0-	Municipalities (e.g. Town of Parry Sound)
All Programs	\$ 2,735,252	5.5 %	
Federal	1,117.414	40.9	
Provincial	1,465,948	53.6	
Municipal	146,808	5.5	

NOTE: DWAB - District Welfare Administration Board
CAS - Children's Aid Society

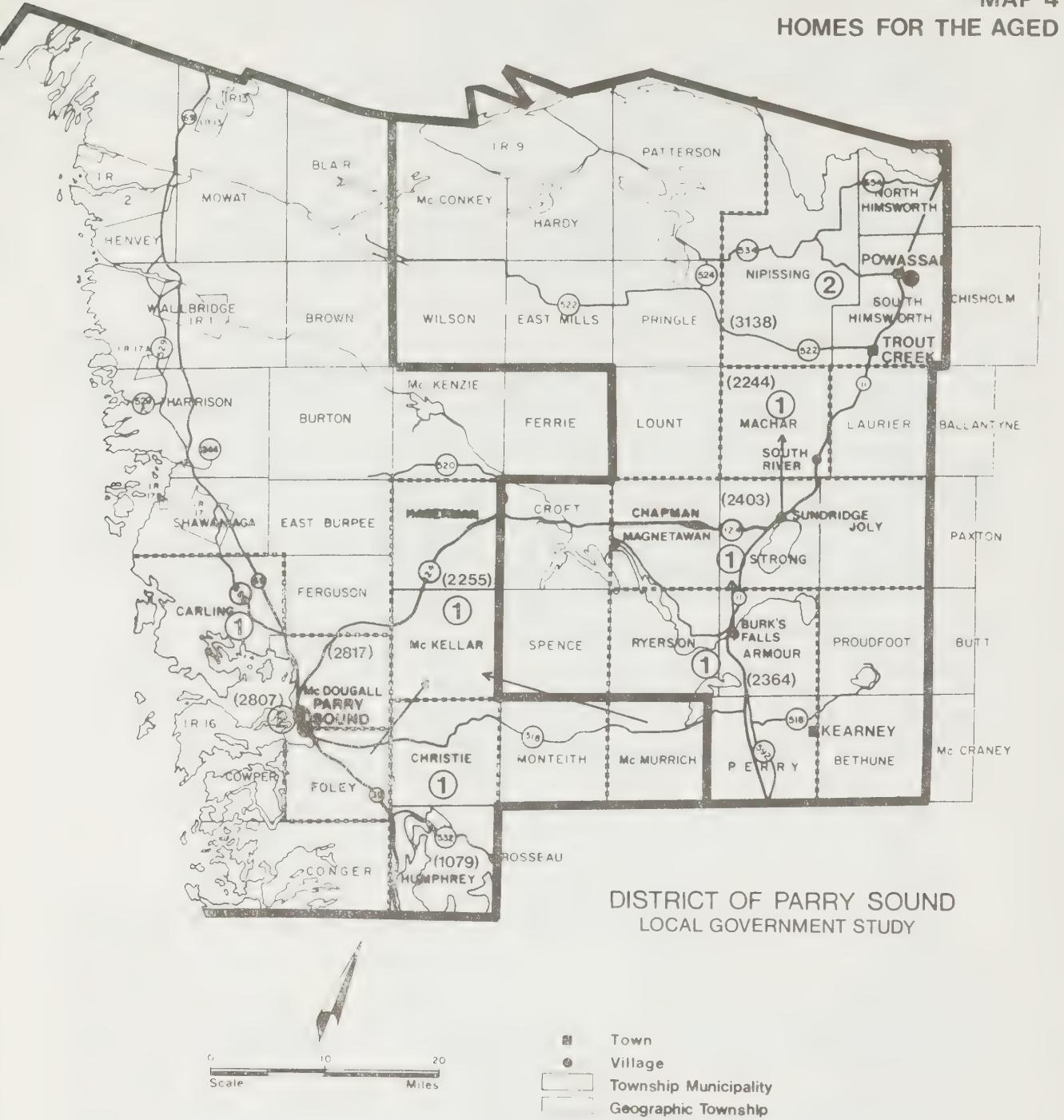
SOURCE: Expenditures by County - Year Ending March 1974

1. The formation of a district welfare system to replace municipal welfare, and
2. A closer relationship between the existing district-wide Children's Aid Society and such a district welfare board.

Upon the adoption of Provincial legislation to accomplish the first objective, joint meetings of the two boards commenced in 1968. In 1969 a joint board ("District Social Services") was formed. It now consists of seven representatives of the privately incorporated Children's Aid Society Board and seven appointees (five municipal and two Provincial) representing the community in family welfare concerns. Residents of the unorganized territory are not represented on either board. Co-ordination of the family and child welfare staff workers has been augmented by their sharing of a common building in Parry Sound with case workers employed by the Ministry of Community and Social Services, who report to the Ministry's "district office" in North Bay (see Map 9). Welfare programmes of different types have the largest share of total social services spending in the District of Parry Sound.

Homes for the Aged: In the District of Parry Sound, there are two homes for the aged. Each is managed by an appointed board of management. The composition and area of jurisdiction of each board are described in Table II-7 and Map 8. The boundary between the two board areas and the wards used are of some interest. While McMurrich Township is part of east Parry Sound for most purposes, it is included in the west Homes for the Aged. This may be partly because of the closer (although rougher) road distance to Parry Sound than to Powassan. A greater departure from everyday "communities of interest" are the separation of Burks Falls from its surrounding townships and Sundridge from Strong and Joly, for joint appointment purposes. It would seem more appropriate for a village and its adjacent townships to be part of the same ward.

MAP 4 HOMES FOR THE AGED



HOMES FOR THE AGED BOARDS OF MANAGEMENT

- Boundary of Board Area
 - Home for the Aged
 - Area (Ward) Boundary

① Number of Municipal Appointees for Area
(123) Population per Area Appointee

SOURCE: The Homes for the Aged and Rest Homes Act, Ontario Regulation 92/75

Belvedere Heights in Parry Sound has 101 beds, of which 30 are "residential care" and 71 are "extended care" (for patients requiring some medical or nursing care). Eastholme in Powassan has 74 beds, 24 being for residential care and 50 for extended care. The 1974 ratio of beds to population over 60 years of age was 32.2 beds/1000 for the District, while the Provincial average was 27.5 beds/1000 population. This reflects the high percentage of elderly people in the District. In 1974, 13% of the municipal population was 66 or older. The Provincial figure was 8.5%. There are no figures available for that year for the unorganized territory.

The Province pays 50% of the capital expenditures, while the remainder is apportioned among the municipalities on the basis of assessment. The Province pays 70% of each home's operating costs and also pays part of the daily maintenance cost for each person originally resident in unorganized territory. Residents that can afford to pay a portion of the costs do so. The remainder is paid by the municipalities on the basis of the number of residents from each municipality living in the home. In 1973-74, the municipalities in Parry Sound District contributed \$45,616 or 7.6% of the total public expenditures for the two homes for the aged.

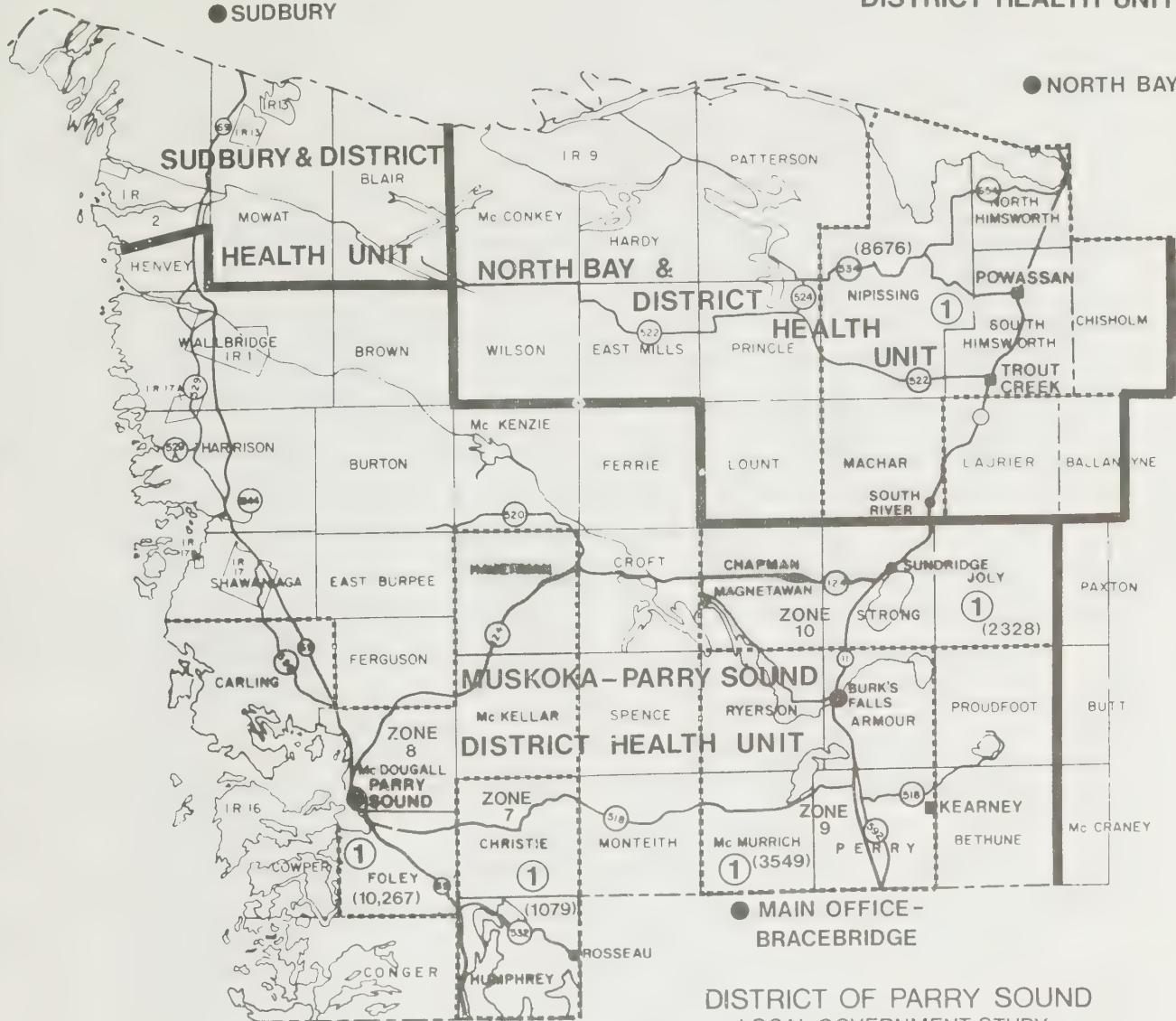
Day Nurseries: Day care is the only social services programme administered directly by municipalities or other local groups in the District. The Waubee Day Care Centre in Parry Sound has the largest day care programme.

Health Services

Health care administration will be discussed here in two categories: public health, and institutional health services (hospitals, nursing homes, and medical centres). Municipal councils in the Study Area have a large indirect influence on public health matters by appointing members to two of the three district health unit boards which serve the area. Hospital boards, on the other hand, are not even remotely accountable to local municipalities since only the municipality in which the two major hospital facilities are located (the Town of Parry Sound) is represented on them. Provincial legislation, grants, and approvals administered by the Ministry of Health are major factors in determining both hospital and public health policies in the Study Area. Aside from the obvious human benefits of good health care, health services are, as suggested in the Economy section of this report, a major economic force. Health care workers form a large and stable percentage of the District's work force.

Information on hospital use is presented in some detail in this section, since the Study Group feels it is a good indicator of the geographical patterns and forces at work in the Study Area. The importance of these patterns has been emphasized by recent discussions about the Ministry of Health's proposed District Health Council. This body would be appointed by the Minister of Health from among community groups and health professions within a local "health service district", and would advise the Minister on the distribution of health dollars and facilities within that district. The discussion on this question has been an excellent example of what we have found to be a dominant question throughout our analysis of the Study Area: What are the effects of such centres outside the District of Parry Sound as North Bay and Muskoka? Is part or all of the District tied to them, or to itself only? Is Parry Sound "North" or "South"?

MAP 5
DISTRICT HEALTH UNITS



DISTRICT HEALTH UNIT BOARDS

- Boundary of Health Unit
- Office
- Zone (Ward) Boundary
- ① Number of Municipal Appointees to Health Unit Board in Zone
- (123) Population per Zone Appointee

SOURCE: The Public Health Act, Ontario Regulation 711/70.

Public Health: Public Health services are provided in the Study Area through the district health unit system, assisted by direct (e.g. public health laboratories) and advisory services from the Ministry of Health. Three separate district health units have jurisdiction in the Study Area (see Map 5). The majority of Parry Sound District is covered by the Parry Sound -- Muskoka Health Unit, with smaller sections served by the North Bay and Sudbury district health units. All are headquartered outside the Study Area, although the Parry Sound -- Muskoka Unit has established offices in Parry Sound and Burks Falls.

Formation of the three health units in the District took place over a number of years. Initially formed in 1950, the Muskoka unit was extended in 1956 to include municipalities in Parry Sound District. The Sudbury unit was also first formed in 1950. The present system of inter-municipal district health units was finally established in 1968. Their areas of jurisdiction, representation systems, and other information are contained in Table II-7 and Map 5.

Provincial subsidy covers 75% of health unit expenditures, in addition to which the Province pays a grant based on the permanent and seasonal population of unorganized territory. The remainder of the health unit's requirements are borne by the municipalities, and are apportioned among contributing municipalities on the basis of population.

Services: Health units in the District are concerned with such functions as the recording of vital statistics; the control of communicable diseases; environmental sanitation and public health inspections; personal services such as pre-and post-natal care; mental health programs; child health and immunization clinics; and school medical and dental services. Each Medical Officer of Health (or M.O.H.) -- the chief administrative officer of a board of health -- has a large number of statutory powers and

responsibilities in matters related to public health and safety. In the Parry Sound-Muskoka District Health Unit area, septic system inspections are now the responsibility of the Ministry of the Environment. Previously, however, the inspection of private sewage systems received high priority by the Health Unit, and left little time in the summer months for the many other types of public health inspections for which this agency is responsible. The Ministry of the Environment and the Parry Sound-Muskoka District Health Unit have neighbouring offices in the Town of Parry Sound. In the North Bay and Sudbury sectors, private waste system inspections are still done by the Health unit.

Approximately half of the staff (of the Parry Sound-Muskoka unit) are located and work in the District of Parry Sound, predominantly in public health, nursing and inspections. The Powassan-centred area of the North Bay and District unit is served by staff based in North Bay. There are limited staff requirements in Sudbury's area of jurisdiction within the Study Area (Mowat and Blair geographic townships).

Table II-7 indicates wide variation among wards in the level of representation on health unit boards in the Study Area. However, the health unit areas and their wards represent fairly well the present population patterns and communities of interest in the District. The costs of providing professional public health services have determined that municipalities in neither Parry Sound District nor the Muskoka District alone can support a health unit. If an outside link is necessary, the Town of Parry Sound and its surrounding area are oriented to Muskoka much more than to the City of North Bay, mostly because of distance.

Institutional Health: Personal health services in the Study Area are provided by a combination of public and private facilities. These include the Parry Sound District General Hospital and St. Joseph's Hospital (both in Parry Sound), the Burks Falls and District Red Cross Hospital; two private nursing homes (Trout Creek and Port Loring); and medical centres, three of which are funded through municipalities. The following descriptions of hospitals are supplemented by 1974 information in Table II-21 (Place of Hospitalization), Table II-22 (Hospital Bed Inventory), Table II-23 (Selected Hospital Service Indicators) and Table II-24 (Separation of Active Treatment Patients from Parry Sound District Hospitals). Hospitals in North Bay (North Bay Psychiatric, St. Joseph's and Civic), Huntsville District Memorial Hospital and specialized training hospitals in Toronto also serve the Study Area.

Parry Sound District General Hospital is a large and complex institution serving a wide area. It is the largest single employer (public or private) in the Study Area. The General Hospital Board of Trustees has eighteen members. Six ex-officio members are appointed representing the Women's Hospital Auxiliary, the visiting clergy, Parry Sound Town Council, and the Medical staff (three appointees); twelve members are elected by the Hospital Association membership (four each year). The appointed board members are ineligible for the positions of Board president and vice-president. Elected board members for the hospital are not selected by area; rather, board members are people who stand for office because of their interest in hospitals. Most of the present board members live in or near the Town of Parry Sound. Parry Sound District General provides a wide range of medical, surgical, and emergency services. Only specialized surgical or medical cases are referred to Toronto hospitals. As Table II-24 shows, it serves a large number of people resident outside the District of Parry Sound. This is due to its location on the Trans-Canada Highway and to its closeness to large cottage areas and Provincial Parks.

TABLE II-21

PLACE OF HOSPITALIZATION OF RESIDENTS OF PARRY SOUND
DISTRICT IN SELECTED HOSPITAL CENTRES 1974

	DISTRICT	HOSPITAL LOCATIONS						OTHER
		PS	BF	NB	H	TORONTO		
No. of patients	7118	3893	791	1366	203	610	255	
% of Total	100.0	54.7	11.1	19.2	2.9	8.5	3.6	

SOURCE: Ministry of Health

TABLE II-22

HOSPITAL BED INVENTORY, DISTRICT OF PARRY SOUND
AND NEARBY CENTRES, DECEMBER 31, 1974

HOSPITAL AND LOCATION	ACTIVE CARE	CHRONIC CARE	TOTAL BEDS
Parry Sound District General - Parry Sound	135	-	135
St. Joseph's - Parry Sound	39	33	72
Burks Falls and District Red Cross - Burks Falls	22	-	22
TOTAL - DISTRICT	196	33	229
North Bay Civic - North Bay			211
St. Joseph's - North Bay			188
Huntsville District Memorial - Huntsville	54	24	78

SOURCE: Hospital Statistics 1974, Ontario Ministry of Health, Dec. 1975.

TABLE II-23

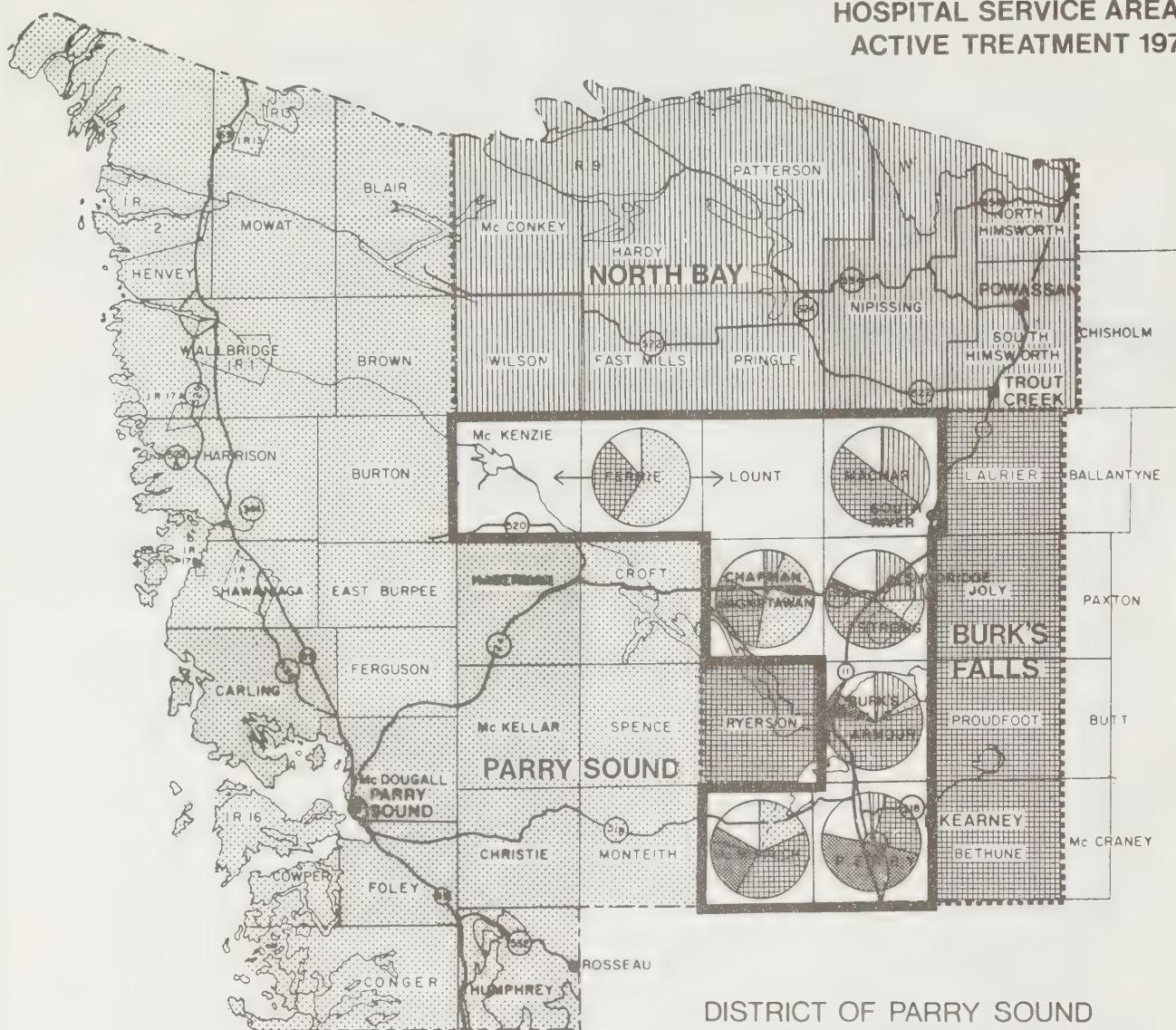
SELECTED HOSPITAL SERVICE INDICATORS
PARRY SOUND DISTRICT HOSPITALS 1974

<u>Indicator</u>	<u>Parry Sound District General</u>	<u>St. Joseph's</u>	<u>Burks Falls - Red Cross</u>
<u>Classification under Public Hospitals Act</u>			
	Group B (more than 100 beds)	Group C (less than 100 beds)	Group D (Red Cross)
(Group averages in brackets where available)			
Number of Beds	135	72	22
Active (A)	135	A-39	22
Chronic (C)	-	C-33	
% Occupied Dec. 31/74	69.8		68.8
Patient-Days of Care	34,418	A- 6,177 C-14,415	5,522
Average length of stay in days	7.3(7.9)	19.7	5.9
<u>Paid Hours of Patient Care</u>			
Total	611,138	204,132	n.i.
Per Patient-day	17.7 (13.3)	9.9 (12.6)	
Operating costs per day	\$105 (84)	\$61 (81)	n.i.
salaries	75 (60)	44 (57)	"
administration	9 (7)	6 (7)	"
other	21 (17)	11 (17)	"
Total revenue	\$3,040,223	\$1,130,816	n.i.
Staff - full-time	244	90	13
- part-time	84	30	2

NOTE: n.i. No information available

SOURCE: Hospital Statistics 1974 - Ontario Ministry of Health,
December 15, 1975; hospital administrators.

MAP 6
HOSPITAL SERVICE AREAS
ACTIVE TREATMENT 1974



DISTRICT OF PARRY SOUND
LOCAL GOVERNMENT STUDY

0 10 20
Scale Miles

- Town
- Village
- Township Municipality
- ▨ Geographic Township
- - - District Boundary
- Provincial Highway

LEGEND



AREA FOR WHICH ONE HOSPITAL CENTRE SERVED
AT LEAST 75% OF ITS HOSPITALIZED RESIDENTS
IN 1974

Example shown: area served by Parry Sound
(see key below)

— BOUNDARY OF AREA SERVED BY SEVERAL HOSPITAL CENTRES

▲ SHARE BY EACH HOSPITAL CENTRE OF A TOWNSHIP'S
TOTAL NUMBER OF HOSPITALIZED RESIDENTS IN 1974

HOSPITAL CENTRE KEY

▨ Parry Sound
▨ Huntsville

▨ Burks Falls
□ Other centres

NOTES: Towns, villages are indicated with their surrounding township. No information for Nipissing District (Chisholm township et.al.)

SOURCE: Ministry of Health

Emergency services are sometimes strained during the summer months due to the high accident rate on Highways 69 and 103 and the large number of recreation-related accidents. Medical and accidentally-caused emergencies are likely to form an increasing percentage of this hospital's cases as year-round recreation, highway traffic and retirement to area cottages increase.

St. Joseph's Hospital is owned and operated by the Sisters of St. Joseph (Diocese of Peterborough). Presently the St. Joseph's Board has thirteen members, including three ex-officio members (representing hospital auxiliary, Parry Sound Town Council and the medical staff) and ten drawn from the hospital's referral area. The hospital serves chronic care (33 beds) and active treatment needs (39 beds), primarily in west Parry Sound District. As with Parry Sound District General the hospital is funded almost entirely by the Ministry of Health grants.

The 22-bed Burks Falls and District Red Cross Hospital is administered and funded from the Canadian Red Cross Society headquarters in Toronto. It has for many years provided important local primary care (out-patient, emergency, obstetrical and minor surgery), primarily for the south-east portion of the Study Area. Referrals and transfers are to North Bay, Huntsville, and Toronto hospitals.

Table II-24 contains information about the areas served by the three hospitals located within the District of Parry Sound. Map 6 indicates the hospital locations used by residents of each township within the Study Area. As shown by the circle graphs, most of the eastern section is served by a combination of Burks Falls, Huntsville, North Bay, and Parry Sound hospitals, with no one hospital centre dominant throughout the area. Elsewhere in the Study Area, Parry Sound and North Bay have distinct areas where they dominate the service needs of those residents. In 1974, there were 7,118 active treatment cases reported for Parry Sound District residents (see Table II-21). Of these, a total of 3893 or 55% were served from Parry Sound General and St. Joseph's, 11% from Burks Falls Red Cross Hospital, 19% from North Bay hospitals, 8% from Toronto hospitals, 3% from Huntsville Memorial, and the remainder from a variety of other hospital locations.

TABLE II-24: HOSPITAL SERVICE AREAS

RESIDENCE OF ACTIVE TREATMENT PATIENTS FROM HOSPITALS
IN PARRY SOUND DISTRICT - 1974

PATIENT'S HOME	HOSPITAL SEPARATED FROM					
	PARRY SOUND DISTRICT		ST. JOSEPH'S (P.S.)		BURKS FALLS RED CROSS	
	No.	%	No.	%	No.	%
<u>PARRY SOUND DISTRICT</u>						
Parry Sound	1672	35.8	179	54.7	n.i.	n.i.
McDougall	327	7.0	14	4.3	-	-
Britt area	258	5.5	22	6.7	-	-
Burks Falls-Armour					232	25.0
South River-Machar	n.i.	n.i.	n.i.	n.i.	166	17.9
Sundridge-Strong					154	16.6
Other mun's and townships	1345	28.8	77	23.5	239	25.8
TOTAL:	3602	77.1	292	89.3	791	85.4
<u>MUSKOKA DISTRICT</u>						
Georgian Bay Twp.	318	6.8	21	6.4	-	-
Huntsville	n.i.	n.i.	-	-	6	0.6
Other	55	1.2	2	0.6	-	-
TOTAL:	373	8.0	23	7.0	6	0.6
<u>SUDBURY DISTRICT</u>						
	48	1.0	3	0.9	-	-
<u>TORONTO AREA</u>						
(Toronto, Peel, Hamilton)	248	5.3	4	1.2	44	4.7
OTHER ONTARIO RESIDENTS	334	7.1	5	1.5	82	8.8
NON-RESIDENTS	69	1.5	-	-	3	0.3
TOTAL:	4674	100.0	327	100.0	926	100.0
TOTAL NO. OF PATIENT DAYS	34030		6446		5547	
AVERAGE STAY (days)	7.3 days		19.7 days		6.0 days	

SOURCE: Data Development and Evaluation Branch, Ministry of Health

Medical centres in North Himsworth, Burks Falls, and Sundridge were funded through the municipalities, the latter with the assistance from Strong and Joly Townships. Local fund-raising efforts assisted in the Britt medical clinic. Private medical clinics are located in Powassan, South River, and Parry Sound.

Presently the District has two private nursing homes: White Eagle Home in Port Loring provides chronic care and the Stone House Nursing Home in Trout Creek provides extended nursing care. Both homes receive no local financial assistance and are primarily financed through Provincial grants and patient fees. In 1974, the two together had 33 beds and 28 full-time and part-time employees.

4. Provincial Administration of the District of Parry Sound:

The importance of understanding the Provincial-municipal relationship in an area cannot be overestimated. Municipal and local government powers, responsibilities and methods of organization are determined by Provincial legislation, regulations and procedures. As previous sections in this chapter of the Report and the maps in particular show, a large number of Provincial agencies provide services to municipal and local government bodies, other groups and individuals from offices located in and near the District. The following patterns are clear from the maps:

- Few programs use the District of Parry Sound as a complete entity for administration of services, either as one area or part of a larger area.
- Most programs divide the District for administration from outside centres and, in some cases, from the Town of Parry Sound in combination with North Bay and Huntsville.
- The major regional-level and district-level centres serving the District are North Bay, Sudbury, Huntsville, Barrie and Parry Sound. Parry Sound is not a "regional office location" for any of the functions shown.
- Related ministries (in the same "policy field" - see below) do not have common boundaries, even for very much related activities.

In 1972, the Government of Ontario reorganized its departmental structure, placing related programs and ministries (the former departments) in "policy fields" for co-ordination of policy and program development. Maps 7 and 8 (Resources Policy), Map 9 (Justice Policy) and Map 10 (Social Development Policy) indicate some of the ministries and agencies with important programs in the District. Major reorganization of some ministries has moved personnel and functions "into the field" from Toronto head office locations. At the same time, the former development regions throughout the Province were replaced by larger planning regions. Parry Sound

TABLE II-25

PROVINCIAL ADMINISTRATION OF PARRY SOUND DISTRICT

Location of Offices for Selected Ministries

X Regional office/college
 X District office/ institution/detachment
 XX Regional, district offices combined

LOCATION SERVING PARRY SOUND DISTRICT

MINISTRY OR AGENCY	Sault Ste. Marie	Sudbury	North Bay	Parry Sound	Huntsville	Bracebridge	Barrie	Orillia	Penetang	Peterborough	Offices Serving Parry Sound District
<u>RESOURCES</u>											Regional-District
Natural Resources	(X)		X	X	(X)	X					2 - 3
Transportation and Communications		X	(X)			X					1 - 3
Industry and Tourism	(X)	X									1 - 2
Ontario Hydro	X	(X)	X	X	X	(X)	X				2 - 7
Environment	(X)	X	X								1 - 3
Agriculture and Food					X						0 - 1
											7 19
<u>JUSTICE</u>											
OPP				(X)	X	(Parry Sound, Still River (Powassan, Burks Falls)					1 - 4
Fire Marshal's Office			X					X			0 - 2
Correctional Services				X						(X)	1 - 1
- Juvenile											(1)
- Adult											1 - 1
											3 - 8
<u>SOCIAL</u>											
Community and Social Services			(X)	X							1 - 2
Colleges and Universities (Community Colleges)		(X)	X				(X)				2 - 1
											3 - 3
<u>OTHER (NOT ON MAPS)</u>											
Revenue-Assessment			(X)	X							1 - 2
Treasury, Economics and Intergovernmental Affairs		(X)									1 - 0
											2 - 2
<u>REGIONAL</u>	1	4	6	-	1	-	2	-	-	1	15 Regional
<u>DISTRICT</u>	-	4	8	9	3	2	1	1	1	-	32 District
<u>TOTAL</u>	1	8	14	9	4	2	3	1	1	1	(excluding 3 OPP detachments not in above centres)

NOTES: (1) Excludes Project DARE locations, parole and jail facilities in North Bay serving Eastern Parry Sound District.

SOURCE: Maps 7 to 10

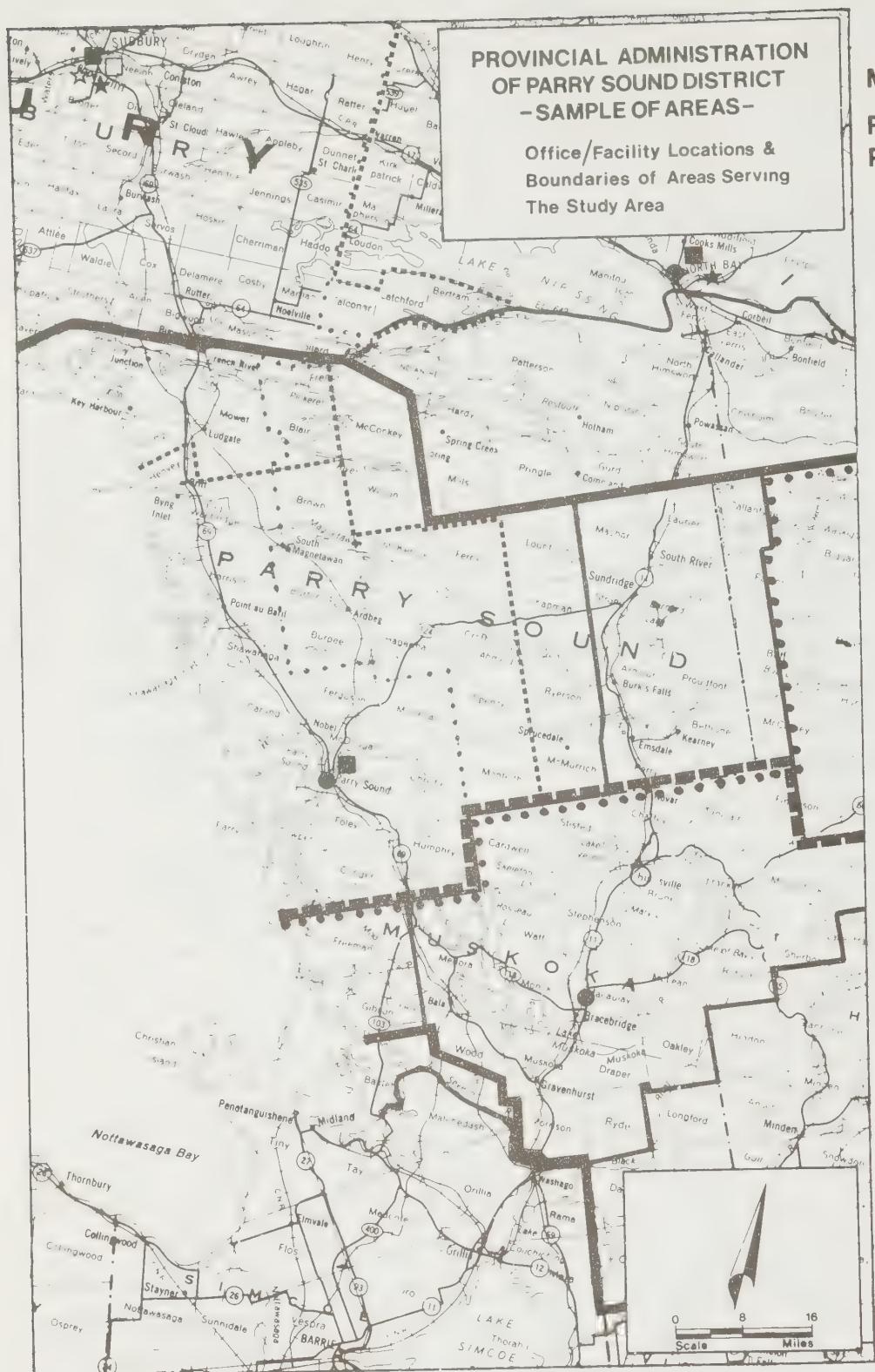
District was moved from the Georgian Bay Region to the Northeastern Planning Region, which includes all territorial districts east of and including Algoma District (based at Sault Ste. Marie). However, most ministries do not yet use the five Ontario planning regions. Parry Sound District is one major example of an area divided between several administrative centres, in the south (Barrie and Huntsville) and in the north (Sudbury and North Bay). This is mainly because of the District's location and the lack of consistency in administrative boundaries and headquarters.

There are several implications to the different methods used to administer services in the District. First, many of the agencies shown in the resources maps (7 and 8) are involved directly or indirectly in land use, resources and economic development -- matters requiring attention in District-level, area-wide or municipal planning in the near future. However, since the District is not part of one similar unit for all agencies, some differences in information, procedures, and programs are likely to occur. Important ministries in land use and development fields -- Natural Resources, Transportation and Communications, Ontario Hydro, Environment, and Industry and Tourism -- all have several different regional or district offices serving the District of Parry Sound. Of these, only Environment and Industry and Tourism use the Northeastern Planning Region, which is the basis for policy and program development in the Ministries of Housing and Treasury, Economics and Intergovernmental Affairs, which are responsible for co-ordinating municipal planning (Housing) and regional and socio-economic planning (Treasury) for the Provincial Government.

Second, a municipality or individual requiring advice or approvals from several ministries has to contact or visit different centres. For example, a person involved in a lot severance or subdivision application in Ryerson Township may be required to check with Natural Resources (Parry Sound), Environment (North Bay), Transportation and

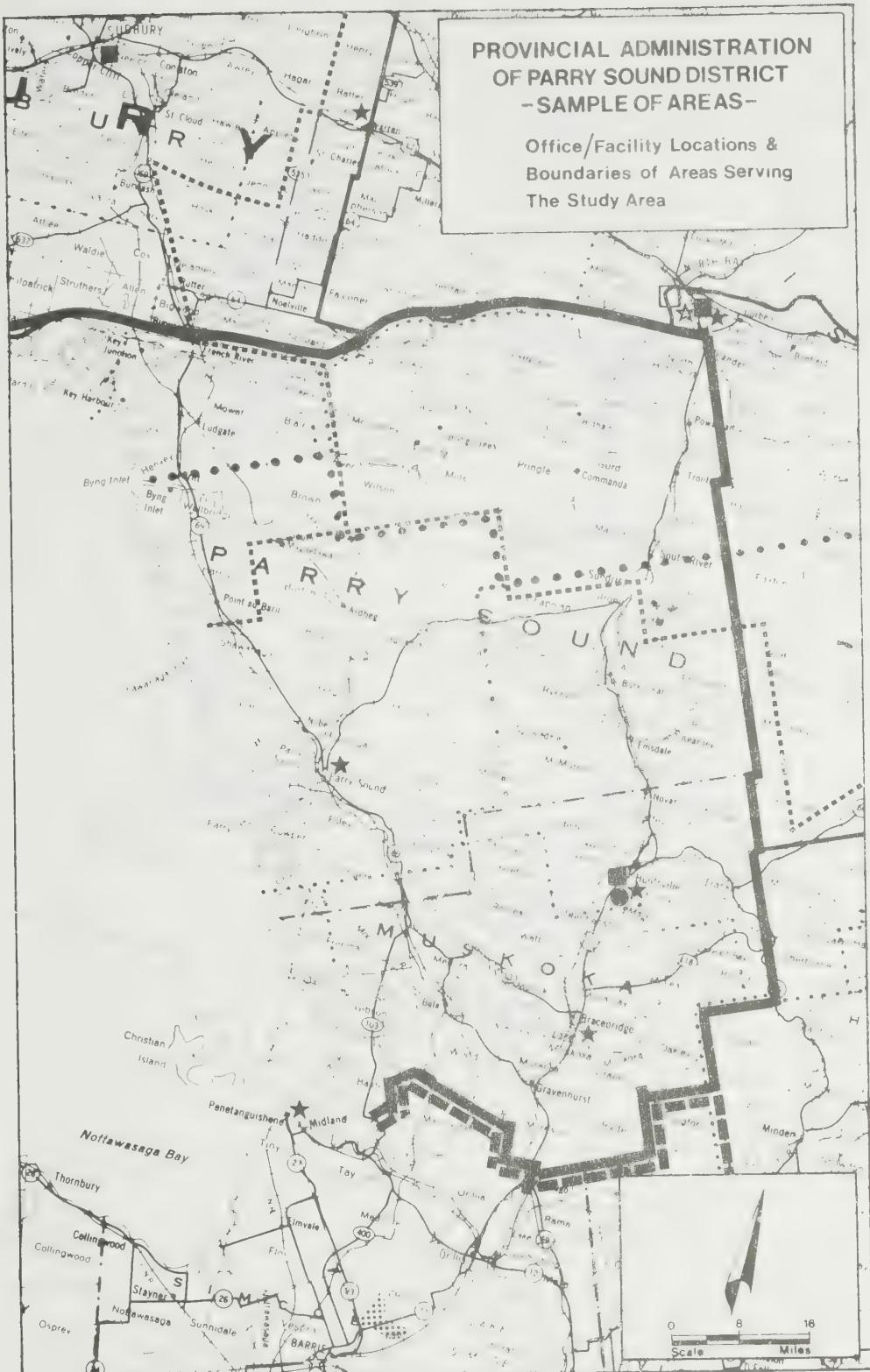
Communications (Huntsville), and Hydro (Huntsville). The regional office locations of these agencies are Huntsville, Sudbury, North Bay and Barrie, respectively. Provincial comment on subdivisions and severances is co-ordinated by the Ministry of Housing's Plans Administration Division, which is located in Toronto.

Parry Sound District is treated as a single entity for legal, justice and related functions. Parry Sound is the District Town and the location of the court-house, jail, registry office and an assessment sub-office. Social services administration also considers Parry Sound District as a complete entity, within the area served by the North Bay district office of the Ministry of Community and Social Services. Its Parry Sound office is shared with the District Social Services Board staff (welfare administration and children's aid), while a South River office serves the central and south-east portions of the District.



MAP 7
RESOURCES
POLICY

<u>MINISTRY</u>	<u>REGION</u>	<u>DISTRICT</u>
Natural Resources	Algonquin - Huntsville	Parry Sound Bracebridge (part)
	Northeastern - Sault Ste. Marie	North Bay (part)
Environment	Northeastern - Sudbury	North Bay Parry Sound Sudbury
Industry and Tourism (Small Business Operations Div.)	Northeastern - Sudbury	North Bay (incl. East Parry Sound) Sudbury (incl. West Parry Sound)



MAP 8
RESOURCES
POLICY

MINISTRY

Agriculture and Food
(Extension Branch-
Ag. Rep.)

Transportation and Communications

Ontario Hydro

REGION

Northeastern-
North Bay

Georgian Bay-
Barrie

Northeastern-
North Bay

DISTRICT

Muskoka-Parry Sound
Huntsville



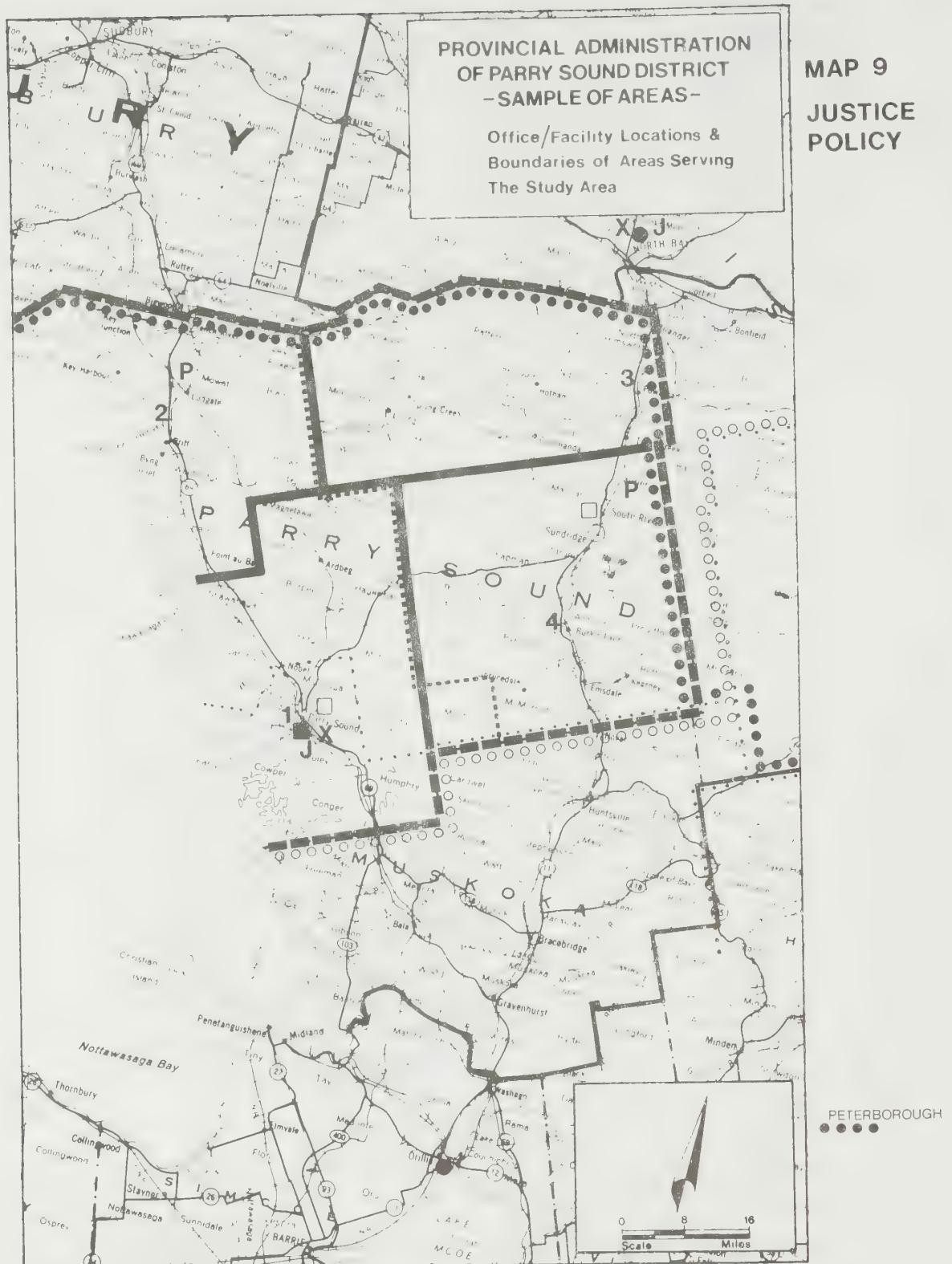
#11 - Huntsville
#13 - North Bay
#17 - Sudbury



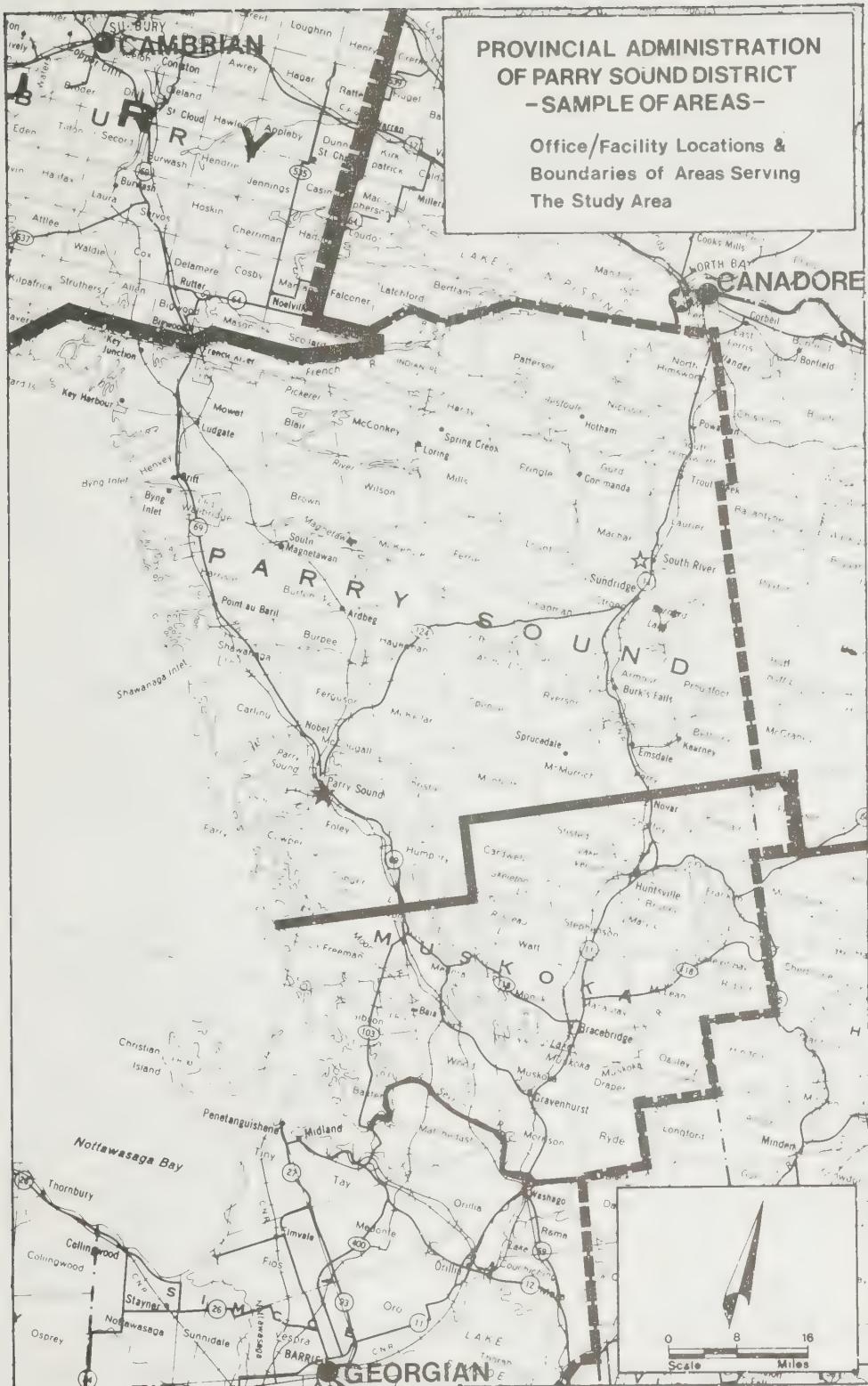
Penetang Huntsville
Bracebridge Parry Sound

Warren North Bay
Manitoulin
(Rural Operating Areas)





<u>MINISTRY</u>	<u>DISTRICT/REGION</u>	<u>LOCAL OFFICES & FACILITIES</u>
Attorney-General	Parry Sound Judicial District	District Town - Parry Sound ■ Small Claims Courts Parry Sound, South River □
Solicitor-General O.P.P.	No.12-North Bay	Detachments: 1-Parry Sound 2-Still River 3-Powassan 4-Burks Falls ■
Fire Marshal's Office	-	North Bay, ● Orillia
Correctional Services	Northern-Sudbury Northeastern- Peterborough	After-care, parole, probation offices X Institutions J-Jail; P-Project DARE
Adult Juvenile	{	



CHAPTER III - AN OVERVIEW OF MUNICIPAL FINANCE

This chapter represents an overview of the financial picture facing the municipalities of Parry Sound. It consists primarily of a series of tables and a written explanation of each, highlighting some of the significant information contained in the tables.

The tables, unless otherwise noted, have been compiled from the "Financial Report" which is submitted each year by each municipality to the Province. Chisholm Township has been excluded from discussion in this chapter. Property reassessment at market value has not yet taken place there. Much of the information, therefore, could not have been compared with that from municipalities within the Parry Sound District.

The data contained in this chapter should provide some useful material for arriving at conclusions on the objectives, programs, and structure of local government. This chapter will not, however, stand by itself and should be examined only in the context of the whole report.

There is a temptation when examining public sector finances to view them in isolation from programs. Although finances are the key to any endeavour, financial data does not in itself measure the success or failure of an enterprise.

(a) MUNICIPAL REVENUES - TABLES III-1 - and III-1a

Looking first to see where the money that the local governments use comes from, it would appear that, of a nearly 7-million dollar total which flows into the current accounts of the municipalities of Parry Sound District, 64.2% raised by taxation upon real property. However, we will see that, of this taxation revenue, fully 53% is not destined for municipal coffers at all but is merely being collected on behalf of the Boards of Education. This fact, of which municipal councillors are well aware, must be borne in mind.

TABLE III-1

ANALYSIS OF REVENUE 1974 (in 000's)

MUNICIPALITY	Res. & Farm Taxation		Com. & Ind. Taxation		Total Taxation (Incl. Business & Special)		Payments In Lieu		Unconditional Grants		As % of Total Revenue	
	\$	As % of Total Revenue	\$	As % of Total Revenue	\$	As % of Total Revenue	\$	As % of Total Revenue	\$	As % of Total Revenue	\$	As % of Total Revenue
KEARNEY	35	60.0	3	4.7	38	66.1	--	--	11	19.3		
PARRY SOUND	854	48.4	256	14.6	1,189	67.3	49	182	10.3			
POWASSAN	71	38.9	27	14.7	122	66.3	4	33	17.7			
TROUT CREEK	26	43.5	8	14.1	36	60.3	--	7	11.8			
BURKS FALLS	42	25.1	24	14.4	90	53.9	3	17	10.2			
MAGNETAWAN	41	63.5	6	9.6	49	75.9	--	5	7.0			
ROSSEAU	33	65.2	3	6.2	38	75.7	--	9	17.4			
SOUTH RIVER	70	43.5	29	18.0	108	67.1	--	24	15.9			
SUNDRIDGE	61	44.7	28	20.7	103	75.7	1	14	10.3			
ARMOUR	116	44.3	46	17.6	164	62.6	--	21	8.0			
CARLING	164	65.3	6	2.4	171	68.1	6	11	4.2			
CHAPMAN	60	51.8	--	0.3	60	52.2	--	4	3.8			
CHRISTIE	96	61.5	3	1.9	100	64.1	--	5	3.3			
FOLEY	203	56.1	36	9.9	260	71.8	2	12	3.3			
HAGERMAN	73	70.5	1	1.2	74	72.0	--	7	6.8			
HUMPHREY	298	72.9	6	1.5	309	75.6	--	11	2.7			
JOLY	13	43.1	--	1.4	13	44.6	--	3	10.4			
MACHAR	64	35.2	24	13.2	88	48.4	1	12	6.6			
MC DOUGALL	229	48.0	54	11.3	321	67.3	4	45	9.4			
MC KELLAR	125	53.4	7	3.0	134	57.3	--	15	6.4			
MC MURRICH	51	39.5	2	1.7	54	41.9	--	11	8.6			
NIPISSING	131	46.5	8	2.8	144	51.1	1	14	5.0			
NORTH HIMSWORTH	120	40.3	49	16.4	188	63.1	--	40	13.4			
PERRY	107	47.3	20	8.8	128	56.6	--	30	13.3			
RYERSON	45	43.5	1	0.9	46	44.7	--	10	9.9			
SOUTH HIMSWORTH	45	28.0	48	29.8	94	58.4	2	17	10.6			
STRONG	111	40.2	59	21.4	179	64.9	--	13	4.7			
TOTAL	3,283	49.0	754	11.3	4,300	64.2	76	584	8.7			

NOTE: Dashes represent negligible amounts (\$0-500)

SOURCE: Municipal Financial Information, 1974

Transportation Subsidies			Total Grants			Other Revenue			Total Revenue	
	\$	As % of Total Revenue		\$	As % of Total Revenue		\$	As % of Total Revenue		\$
3	5.4	1	2.1	15	27.2	4	6.7	58		
117	6.6	40	2.3	339	19.2	190	10.8	1,766		
16	8.6	2	1.4	51	27.7	7	3.7	184		
8	12.9	1	2.3	16	27.1	7	12.3	59		
14	8.4	10	6.0	41	24.6	33	19.8	167		
8	12.2	2	2.8	14	22.1	1	1.7	64		
3	5.0	--	--	11	22.4	1	2.0	51		
16	9.9	4	2.5	44	27.3	9	5.6	161		
12	8.8	5	3.4	31	22.7	1	1.0	136		
73	27.9	2	0.8	95	36.3	3	1.1	262		
61	24.3	--	--	72	28.7	2	0.8	251		
49	42.7	--	--	54	46.5	2	1.4	115		
48	30.8	--	--	53	34.0	3	1.9	156		
75	20.7	3	0.8	90	24.9	10	2.8	362		
21	19.9	--	--	28	26.7	1	1.3	103		
75	18.3	--	--	86	21.0	13	3.2	409		
13	43.1	--	--	16	53.4	1	2.0	29		
67	36.8	1	0.5	80	44.0	14	7.7	182		
78	16.6	2	0.4	125	26.2	26	5.5	477		
81	34.6	--	--	95	40.6	4	1.7	234		
58	45.0	1	0.5	70	53.9	6	4.4	129		
113	40.1	2	0.7	128	45.4	9	3.2	282		
49	16.4	2	0.7	91	30.5	19	6.4	298		
50	22.1	--	--	81	35.8	17	7.5	226		
44	42.7	--	--	55	53.1	2	2.2	103		
41	25.5	1	0.6	60	37.3	4	2.5	161		
80	29.0	--	--	94	34.1	3	1.1	276		
1,270	19.0	80	1.2	1,933	28.8	392	5.8	6,701		

The 1974 sources of current revenues for municipal purposes only are outlined in Table III-1a.

The bottom line of this table states the little-known fact that, while 43.7% is raised by taxation, very nearly as much (41.6%) is represented by Provincial grants and subsidies.

In dollar terms, then, we can say that the municipalities in the District have two main sources of revenue -- property taxes and Provincial grants -- which in 1974 made a very nearly equal contribution and far surpassed other sources. These two merit a more detailed look.

1. The Taxation of Real Property:

Real property taxation remains the most significant source of municipal revenue, for the very good reason that its level remains at the discretion of the municipal councils and is subject to their decisions. At the present time, it is only a slight exaggeration to say that property taxation holds the key to independent decision-making in municipal government. Because they have this revenue source reserved to their use, and because they can of their own accord raise it or lower it in conjunction with their spending needs, municipal councils are able to give effect to their views about what their communities need and how their constituents should be served.

Table III-2

The base for the real property tax is the assessed value of property. Clearly the assessment of value for real property taxation purposes (referred to simply as "assessment"), while not the same operation as the levying of taxes, is crucially important to it. In most of Ontario, however, this assessment value of property has little discernible relationship with any other type of property value with which the property-owner might identify, such as market value or replacement cost. In the City of Toronto, for instance, it is not uncommon for a house, which would

TABLE III-1a

MUNICIPALITY	MUNICIPAL REVENUE FUND SOURCES 1974 (%)				EXPENDITURES PER HOUSEHOLD 1974 (\$)		
	Taxation	Payments In Lieu			Revenue Fund	Capital Fund	Total*
		Ontario Grants	Other				
KEARNEY	57.4	0.5	40.0	10.0	275	Nil	275
PARRY SOUND	43.2	3.7	26.3	14.7	663	688	1,243
POWASSAN	51.2	3.1	38.9	5.1	378	78	439
TROUT CREEK	50.3	0.7	47.1	21.4	206	1	206
BURKS FALLS	32.9	2.5	30.0	24.0	418	445	802
MAGNETAWAN	49.7	1.0	46.5	3.3	284	15	289
ROSSEAU	79.4	nil	36.4	3.1	229	1,470	1,692
SOUTH RIVER	56.5	0.4	37.8	7.6	303	251	512
SUNDRIIDGE	60.6	0.9	35.3	1.5	288	351	640
ARMOUR	40.2	0.1	58.7	1.6	225	22	231
CARLING	46.7	4.0	47.7	1.2	144	Nil	144
CHAPMAN	21.3	negl.	63.3	1.8	196	34	196
CHRISTIE	36.5	0.3	42.6	2.4	202	38	202
FOLEY	53.4	0.9	39.8	4.2	259	28	280
HAGERMAN	46.9	negl.	47.0	2.3	111	Nil	111
HUMPHREY	50.8	negl.	31.1	4.8	284	375	582
JOLY	29.8	nil	67.1	2.4	336	50	386
MACHAR	27.1	0.5	63.3	10.7	245	26	245
MC DOUGALL	53.8	1.2	38.7	8.1	308	21	302
MC KELLAR	40.5	0.1	54.8	2.5	248	51	282
MC MURRICH	22.8	nil	64.0	5.2	324	38	324
NIPPING	40.2	0.3	61.4	4.5	289	60	289
NORTH HIMSORTH	37.8	negl.	45.8	9.4	249	32	273
PERRY	47.3	0.1	49.2	10.2	193	39	193
RYERSON	26.6	nil	70.3	2.9	262	15	262
SOUTH HIMSORTH	35.4	2.5	65.9	4.6	257	5	261
STRONG	43.5	negl.	53.2	1.9	305	71	305
TOTAL	43.7	1.6	41.6	8.4	304	169	435

*Total is less than the sum of Rev. fund & Cap. fund, due to the subtraction of Revenue fund contributions to Capital Fund.

SOURCE: Municipal Financial Information, 1974

sell for \$45,000, and would cost \$30,000 to replace, to be assessed at \$3,500. Factors such as this have tended to remove real property assessment from the understanding of the average citizen.

More importantly, the practice of assessment has frequently in the past introduced a degree of unfairness as between different classes of property. Over the years, assessors developed their own "rules-of-thumb" and utilized manuals whose criteria for value combined a variety of physical and construction characteristics with a touch of common sense. The result was a complex, specialized, and outmoded view of property values, which took little notice of the changing relationships between various types of property in the "real world". In particular, cottages became under-assessed and industrial or commercial buildings were often over-assessed.

Until 1970, moreover, each municipality had its own assessor, who developed his own local customs and differences. As a result, it is no exaggeration to say that the assessed value of property in one municipality had no necessary relationship to the assessed value of a similar property on the other side of the township line.

In the District of Parry Sound, this situation has been remedied. All three problems were solved at once, when assessment at market value was introduced for all properties in the District for the purposes of 1975 taxation. In some municipalities, market value assessment had been adopted even earlier. This significant advance was made possible because the Ontario Ministry of Revenue assumed this expensive and difficult task in 1970. The figures on Table III-2 are derived from the assessment roll prepared by the Ministry's assessment division.

Despite the introduction of market value assessment, it is still not quite possible for us to say that the assessed value of property corresponds directly with a municipality's property tax base. When reading Table III-2, three further issues must be borne in mind: tax-exempt assessment, business assessment, and the fixed split mill rate.

A variety of property classes -- including churches, hospitals, most Provincially-owned property, and many more -- are not subject to the municipal tax levy. Some of these, such as churches, make no form of contribution to the municipal treasury. Many, however, contribute "payments in lieu of taxes". This is true, for instance, of lands owned by hospitals, by the Ontario Housing Corporation, of Provincial Parks, and, indeed, of most lands owned by the Province or its agencies which receive municipal services. Because of payments-in-lieu, tax-exempt property does not, in most cases, cause much of a problem for municipalities; but it does, in the opinion of many, tend to cloud people's understanding of municipal finances.

For many years, Ontario has paid to municipalities an unconditional per capita grant, which was to be applied against the tax levy on residential properties. In effect, this reduced the rate of residential taxation, and resulted in a "split mill rate" whereby commercial and industrial property was taxed at a higher rate than farm and residential properties. The "split", however, varied from municipality to municipality, depending upon the population of each.

Beginning in the tax year 1975, all municipalities in Ontario are now required to levy a fixed split mill rate, whereby farm/residential properties are taxed at a rate which is 85% of that on commercial/industrial properties. In other words, a rate of one mill on \$1,000 worth of commercial property will yield \$1 to the municipality, whereas the same rate on \$1,000 worth of residential property will yield only 85¢.

Superficially, then, commercial and industrial property is a more lucrative proposition for a municipality than residential. In some eyes, moreover, it is doubly lucrative since it does not directly require schools, arenas and so on, as do houses. Others, however, point to the increasing costs of industrial pollution control and waste disposal, and to the added costs of housing and serving the labour force, and conclude that a municipality at some point does well to break even.

MUNICIPALITY OR TOWNSHIP	RESIDENTIAL & FARM						
	Farm			Residential (Permanent)			
	\$	# of Prop.	% of Taxable Total	\$	# of Prop.	% of Taxable Total	
KEARNEY				12,187,750	157	59.1	
PARRY SOUND				31,548,815	2,182	67.1	
POWASSAN	107,730	12	1.3	5,999,140	393	74.9	
TROUT CREEK	30,075	3	1.0	2,510,835	268	79.0	
BURKS FALLS	34,000	5	0.4	4,900,000	500	64.7	
MAGNETAWAN				1,391,930	172	64.9	
ROSSEAU				2,002,885	261	87.6	
SOUTH RIVER	45,500	1	0.6	5,519,865	534	73.3	
SUNDRIIDGE	31,500	1	0.4	5,876,560	416	70.1	
ARMOUR	1,067,840	98	5.6	5,295,270	491	27.5	
CARLING	158,915	22	0.6	3,034,900	489	12.1	
CHAPMAN	1,079,125	100	9.8	1,428,125	134	12.9	
CHRISTIE	462,835	62	3.7	1,766,475	332	14.0	
FOLEY	57,205	9	0.3	5,105,185	425	23.5	
HAGERMAN	375,395	74	3.9	1,418,350	255	14.8	
HUMPHREY	269,947	36	1.0	2,203,134	250	7.9	
JOLY	213,300	19	7.2	400,700	49	13.5	
MACHAR	682,350	62	5.3	3,138,250	261	24.6	
MC DOUGALL	345,830	46	1.2	15,615,575	1,320	53.7	
MC KELLAR	618,345	91	4.4	2,622,500	321	18.8	
MC MURRICH	350,840	35	4.0	2,947,245	283	33.4	
NIPISSING	2,032,535	230	10.6	3,850,920	255	20.0	
NORTH HIMSWORTH	581,230	49	2.3	13,672,935	893	53.0	
PERRY	452,255	43	2.1	6,523,100	627	30.9	
RYERSON	1,193,638	134	13.4	1,974,740	155	22.1	
SOUTH HIMSWORTH	2,411,120	225	17.9	5,667,450	352	42.0	
STRONG	1,306,020	141	6.7	5,757,305	405	29.4	
TOTAL	13,907,530		3.6	143,390,935		36.7	
BETHUNE	48,590	8		1,044,075	199		
BLAIR				17,450	11		
BROWN				500	1		
BURTON				223,400	36		
CONGER	53,765	8		389,900	70		
COWPER				72,500	2		
CROFT	247,495	21		1,118,200	175		
EAST BURPEE							
EAST MILLS	623,570	79		2,821,330	232		
FERGUSON	96,840	14		620,850	92		
FERRIE				46,900	8		
HARDY	291,650	24		380,600	28		
HARRISON				1,014,990	90		
HENVEY	115,660	18		675,570	79		
LAURIER	215,155	22		666,790	47		
LOUNT	462,825	50		420,000	43		
MC CONKEY	160,780	15		162,765	13		
MC KENZIE	38,740	7		598,900	59		
MONTEITH	50,650	5		706,380	112		
MOWAT				109,530	21		
PATTERSON	213,530	26		1,140,640	69		
PRINGLE	592,000	70		1,010,315	85		
PROUDFOOT	121,230	13		912,800	125		
SHAWANAGA				350,000	81		
SPENCE	216,075	30		270,600	36		
WALLBRIDGE				854,215	198		
WILSON	173,550	22		822,220	67		
UNSURVEYED				85,750	10		
GRAND TOTAL	17,745,295		3.3	159,928,105		29.8	

MUNICIPALITY OR TOWNSHIP	RESIDENTIAL & FARM						
	Res. (Recreation)			Total - Res. & Farm			
	\$	# of Prop.	% of Taxable Total	\$	# of Prop.	% of Taxable Total	
KEARNEY	649,100	56	31.5	1,867,850	213		
PARRY SOUND	143,400	20	0.3	31,692,215	2,202	67.4	
POWASSAN				6,106,870	405	76.2	
TROUT CREEK	19,600	3	0.6	2,560,510	274	80.6	
BURKS FALLS				4,934,000	505	65.2	
MAGNETAWAN	354,300	35	16.5	1,746,230	207	81.4	
ROSSEAU	50,900	6	2.2	2,053,785	267	89.8	
SOUTH RIVER	12,500	2	0.2	5,577,865	537	74.0	
SUNDRIDGE	240,400	15	2.9	6,148,460	432	73.4	
ARMOUR	9,455,100	786	49.2	15,818,210	1,375	82.3	
CARLING	21,404,315	1,263	85.3	24,598,130	1,774	98.0	
CHAPMAN	8,513,900	774	77.1	11,021,150	1,008	99.8	
CHRISTIE	10,006,750	1,020	79.3	12,236,060	1,414	96.9	
FOLEY	12,327,800	999	56.7	17,490,190	1,433	80.5	
HAGERMAN	7,641,050	876	79.9	9,434,795	1,205	98.6	
HUMPHREY	24,815,076	1,507	88.9	27,288,157	1,793	97.8	
JOLY	2,249,700	337	75.9	2,863,700	405	96.7	
MACHAR	6,938,300	768	54.3	10,758,900	1,091	84.3	
MC DOUGALL	6,833,100	622	23.5	22,803,505	1,988	78.4	
MC KELLAR	10,066,840	1,194	72.2	13,307,685	1,606	95.5	
MC MURRICH	5,398,100	542	61.1	8,696,185	860	98.5	
NIPISSING	12,403,145	1,021	64.3	18,286,600	1,506	94.8	
NORTH HIMSWORTH	6,673,250	319	25.9	20,927,415	1,261	81.1	
PERRY	11,027,400	990	52.2	18,002,755	1,660	85.1	
RYERSON	5,559,120	502	62.3	8,727,498	791	97.9	
SOUTH HIMSWORTH	1,340,100	207	9.9	9,418,670	784	69.8	
STRONG	7,253,900	606	37.0	14,317,225	1,152	73.1	
TOTAL	171,377,146		43.8	328,675,611		84.0	
BETHUNE	3,550,745	385		4,643,410	592		
BLAIR	2,137,550	323		2,155,000	334		
BROWN	88,400	29		88,900	30		
BURTON	674,000	139		897,400	175		
CONGER	17,312,505	1,420		17,756,170	1,498		
COWPER	11,624,320	748		11,696,820	750		
CROFT	9,043,900	674		10,409,595	870		
EAST BURPEE	319,950	73		319,950	73		
EAST MILLS	3,182,625	338		6,627,525	649		
FERGUSON	2,777,800	320		3,495,490	426		
FERRIE	136,900	45		183,800	53		
HARDY	2,543,400	183		3,215,650	235		
HARRISON	14,311,410	1,024		15,326,400	1,114		
HENVEY	673,500	62		1,464,730	159		
LAURIER	1,072,900	185		1,954,845	254		
LOUNT	2,480,800	294		3,363,625	387		
MC CONKEY	1,573,895	137		1,897,440	165		
MC KENZIE	4,682,600	492		5,320,240	558		
MONTEITH	4,697,500	446		5,454,530	563		
MOWAT	660,000	82		769,530	103		
PATTERSON	5,876,040	406		2,608,100	501		
PRINGLE	1,253,930	140		2,856,245	295		
PROUDFOOT	6,685,855	703		7,719,885	841		
SHAWANAGA	5,483,300	445		5,833,300	526		
SPENCE	2,383,100	336		2,869,775	402		
WALLBRIDGE	2,823,000	318		3,668,215	516		
WILSON	4,151,900	244		5,147,670	333		
UNSURVEYED	2,811,150	278		2,896,900	288		
GRAND TOTAL	286,390,121		53.5	464,063,521		86.6	

MUNICIPALITY OR TOWNSHIP	COMMERCIAL/ INDUSTRIAL				BUSINESS		
	\$	Amount	# of Prop.	% of Tax- able Total	\$	Amount	% of Tax- able Total
KEARNEY		147,600	14	7.2		48,190	2.3
PARRY SOUND		11,351,920	258	24.2		3,957,610	36.2
POWASSAN		1,432,070	60	17.9		474,545	5.9
TROUT CREEK		484,868	24	15.3		134,050	4.2
BURKS FALLS		1,922,373	82	25.4		711,455	9.4
MAGNETAWAN		305,820	19	14.3		92,740	4.3
ROSSEAU		175,845	12	7.7		57,250	2.5
SOUTH RIVER		1,417,685	56	18.8		546,705	7.2
SUNDRIIDGE		1,695,880	64	20.2		534,955	6.4
ARMOUR		3,211,874	34	16.7		195,295	1.0
CARLING		389,435	30	1.6		113,155	0.5
CHAPMAN		18,125	4	0.2		6,690	negl.
CHRISTIE		296,650	6	2.4		90,105	0.8
FOLEY		2,942,467	52	13.5		1,298,010	6.0
HAGERMAN		101,200	10	1.1		31,000	0.3
HUMPHREY		478,540	23	1.7		140,550	0.5
JOLY		65,900	4	2.2		32,820	1.1
MACHAR		1,896,874	13	14.9		110,205	0.9
MC DOUGALL		4,328,550	80	14.9		1,939,575	6.7
MC KELLAR		484,185	16	3.5		147,170	1.1
MC MURRICH		102,605	7	1.2		34,120	0.4
NIPISSING		757,440	31	3.9		247,330	1.3
NORTH HIMSWORTH		3,930,584	71	15.2		945,690	3.7
PERRY		2,947,496	31	13.9		192,810	0.9
RYERSON		146,870	11	1.6		44,740	0.5
SOUTH HIMSWORTH		3,838,127	26	28.5		236,240	1.8
STRONG		4,654,435	31	23.8		622,685	3.2
TOTAL		49,526,418		12.7		12,985,960	3.3
BETHUNE		39,825	3			11,645	
BLAIR		14,100	1			4,230	
BROWN		21,000	4			11,730	
BURTON		674,795	23			192,135	
COWPER		130,480	5			39,140	
CROFT		430,100	9			128,700	
EAST BURPEE		4,080	2				
EAST MILLS		301,095	22			117,475	
FERGUSON		42,000	3			9,150	
FERRIE							
HARDY		126,500	8			28,570	
HARRISON		730,150	42			221,015	
HENVEY		346,550	13			103,200	
LAURIER		1,412,514	4			18,000	
LOUNT		99,600	3			29,880	
MC CONKEY		71,540	3			21,460	
MC KENZIE		51,300	3			15,390	
MONTEITH		12,200	2			3,665	
MOWAT		121,470	11			34,095	
PATTERSON		110,360	12			35,905	
PRINGLE		165,495	9			79,005	
PROUDFOOT		119,750	4			27,375	
SHAWANAGA		19,500	3			4,800	
SPENCE		10,900	2				
WALLBRIDGE		1,305,409	25			685,170	
WILSON		571,780	15			172,920	
UNSURVEYED		283,330	14			5,660	
GRAND TOTAL		56,742,241		10.6		14,986,275	2.8

MUNICIPALITY OR TOWNSHIP	Exempt		Total Taxable Assessment	Grand Total
	\$	Amount		
KEARNEY	284,500	13.8	2,063,640	2,348,140
PARRY SOUND	16,994,945	36.2	47,001,745	63,996,690
POWASSAN	3,176,640	39.6	8,013,485	11,190,125
TROUT CREEK	499,885	15.7	3,179,428	3,679,313
BURKS FALLS	1,757,450	23.2	7,567,818	9,325,278
MAGNETAWAN	383,500	17.9	2,144,790	2,528,290
ROSSEAU	577,100	25.2	2,286,880	2,863,980
SOUTH RIVER	1,073,400	14.2	7,542,255	8,615,655
SUNDRIDGE	1,055,860	12.6	8,379,295	9,435,155
ARMOUR	662,920	3.5	19,225,379	19,888,299
CARLING	8,994,255	35.8	25,100,720	34,094,975
CHAPMAN	729,985	6.6	11,046,235	11,776,220
CHRISTIE	1,241,115	9.8	12,622,815	13,863,930
FOLEY	1,287,325	5.9	21,730,667	23,017,992
HAGERMAN	1,600,155	16.7	9,566,995	11,167,150
HUMPHREY	1,313,130	4.7	27,907,247	29,220,377
JOLY	1,619,930	54.7	2,962,420	4,582,350
MACHAR	581,395	4.6	12,765,979	13,347,374
MC DOUGALL	1,801,170	6.2	29,071,630	30,872,800
MC KELLAR	723,865	5.2	13,939,040	14,662,905
MC MURRICH	1,020,400	11.6	8,832,910	9,853,310
NIPISSING	2,341,190	12.1	19,291,370	21,632,560
NORTH HIMSWORTH	2,177,805	8.4	25,803,689	27,981,494
PERRY	633,045	3.0	21,143,060	21,776,106
RYERSON	239,932	2.7	8,919,108	9,159,040
SOUTH HIMSWORTH	936,055	6.9	13,494,037	14,430,092
STRONG	3,690,860	18.8	19,594,345	23,285,205
TOTAL	57,397,812	14.7	391,187,989	448,585,801
BETHUNE			4,694,880	
BLAIR			2,180,745	
BROWN			88,900	
BURTON			930,130	
CONGER			18,623,100	
COWPER			11,866,440	
CROFT			10,968,395	
EAST BURPEE			324,030	
EAST MILLS			7,046,095	
FERGUSON			3,546,640	
FERRIE			183,800	
HARDY			3,370,720	
HARRISON			16,277,565	
HENVEY			1,914,480	
LAURIER			3,385,359	
LOUNT			3,493,105	
MC CONKEY			1,990,440	
MC KENZIE			5,386,930	
MONTEITH			5,470,395	
MOWAT			925,095	
PATTERSON			2,754,365	
PRINGLE			3,099,845	
PROUDFOOT			7,867,010	
SHAWANAGA			5,857,600	
SPENCE			2,880,675	
WALLBRIDGE			5,658,794	
WILSON			5,892,370	
UNSURVEYED			3,185,890	
GRAND TOTAL			535,792,037	

Many commercial and industrial properties, in addition to their property tax outlined above, pay a business tax. This tax also takes the form of the commercial mill-rate but it is not levied against the full value of the property. Rather, it is levied against a certain percentage of the assessed value, as set out in The Assessment Act. These percentages vary between different types of business, ranging as high as 140% in the case of distilleries. Two municipalities, therefore, may be equal in their total assessed value of commercial property, but quite widely different in their business assessment. It should be pointed out that the commercial mill rate is directed to the owner of a business property, whereas the business assessment applies to the occupant of a business premises (who may or may not be the same person).

One of the most striking facts about Table III-2 is the extent to which the assessment base of most townships is dominated by seasonal-residential properties. It should be noted here that what are really being measured are properties classed as "waterfront-residential" in the assessment roll. These are assumed to be seasonally-used, although there can be no doubt that an increasing proportion, in some areas, are coming into more or less year-round use.

Also remarkable is the assessment in some of the unorganized townships. For instance, Conger, Cowper, Croft, and Harrison townships all contain assessment totals which match those of most organized townships, and which exceed those of all the urban municipalities except the Town of Parry Sound.

Table III-3

Recognizing that Table III-2 may seem rather dry and formidable to many readers, Table III-3 is an attempt to illustrate the significance of each municipality's property tax base, by pitting it against a number of common municipal expenditure items. The results of doing so, particularly in the case of the smallest municipalities, speak quite forcefully for themselves.

TABLE III-3 HYPOTHETICAL RESIDENTIAL FARM MILL RATES (on 1974 Assessment)

MUNICIPALITY	Planner	Clerk	Full Eqpd.	2-Ton Stake Truck	Gen.Purp.	Actl.'75	Total
		Treas.	Fire Truck			R/F Mill	Rate-Loc.
KEARNEY	7.932	6.346	34.22	3.173	8.00	1,607,252	
PARRY SOUND	0.302	0.241	1.107	0.121	10.147	42,247,912	
POWASSAN	1.797	1.438	6.59	0.719	6.8	7,094,455	
TROUT CREEK	4.561	3.649	16.724	1.824	8.1	2,795,352	
BURKS FALLS	1.867	1.494	6.846	0.747	5.15	6,827,728	
MAGNETAWAN	6.772	5.417	24.83	2.71	5.38	1,882,855	
ROSSEAU	6.443	5.155	23.625	2.577	8.455	1,978,812	
SOUTH RIVER	1.90	1.521	6.972	0.76	9.6	6,705,575	
SUNDRIIDGE	1.71	1.368	6.269	0.684	7.923	7,457,026	
ARMOUR	0.757	0.605	2.774	0.303	4.86	16,852,647	
CARLING	0.595	0.476	2.183	0.238	2.47	21,411,000	
CHAPMAN	1.357	1.086	4.977	0.543	2.373	9,392,793	
CHRISTIE	1.182	0.946	4.334	0.473	4.83	10,787,406	
FOLEY	0.667	0.534	2.447	0.267	6.95	19,107,138	
HAGERMAN	1.564	1.25	5.735	0.626	3.69	8,151,776	
HUMPIREY	0.535	0.428	1.963	0.214	6.7	23,814,023	
JOLY	5.034	4.027	18.457	2.013	2.19	2,532,865	
MACHAR	1.143	0.915	4.192	0.458	4.641	11,152,144	
MC DOUGALL	0.497	0.398	1.822	0.199	5.8	25,651,104	
MC KELLAR	1.068	0.854	3.914	0.427	4.48	11,942,887	
MC MURRICH	1.694	1.355	6.21	0.677	3.97	7,528,482	
NIPISSING	0.77	0.616	2.825	0.308	4.23	16,548,380	
NORTH HIMSWORTH	0.563	0.45	2.063	0.225	4.9	22,664,576	
PERRY	0.691	0.553	2.535	0.277	2.859	18,442,647	
RYERSON	1.675	1.34	6.143	0.67	3.35	7,609,983	
SOUTH HIMSWORTH	1.055	0.844	3.87	0.422	3.6	12,080,236	
STRONG	0.731	0.585	2.68	0.292	3.383	17,446,761	
TOTAL							

The first column is based on the estimated annual salary of a full-time qualified municipal planner, with a Master's Degree and about three years experience. This estimate, supplied by the Ministry of Housing, is \$15,000 per year (excluding all overhead, employee benefits, etc.).

The column entitled "clerk-treasurer" is the estimated annual salary of a full-time qualified municipal clerk-treasurer. It is assumed that the employee has a minimum of high school education, three or four years experience, and the AMCTO (Association of Municipal Clerks and Treasurers of Ontario) diploma. An annual salary of \$12,000 (excluding overhead and employee benefits) is considered typical in a smaller municipality.

The third column is based on a figure of \$55,000 for a new triple-combination (or pumper) fire-truck --- fully-equipped with hoses, ladders, and so on. This estimate was supplied by the Ontario Fire Marshal's Office.

The following column is based on a figure of \$6,000, approximately the cost of a new 1976 2-Ton stake truck, such as might be used for garbage collection.

For the purposes of comparison, the actual residential mill-rates for 1975 (excluding education, but assuming full services in all urban municipalities) are set out in the second-last column of Table III-3.

Table III-4

Table III-4 shows the real property taxes which were levied by the municipalities upon the property within their jurisdiction in 1971 and in 1974. It was noted earlier that the total tax levy combines taxes for education purposes with taxes for the municipality's own purposes. The actual proportion of the education levy is noted for two different years. In 1974, these proportions ranged from a low of 35.5% in Rousseau to 69.9% in Chapman. For the District as a whole, the proportion of taxes directed to education was a little better than half in both years, although it did decline slightly.

TABLE III-4 REAL PROPERTY TAX LEVY INFORMATION

MUNICIPALITY	Total Real Property AS % of Total Tax Levy			Res'l/Farm		Total Levy		% Increase in Constant 1974 Dollars	
	1974 \$ 000	1971 \$ 000	% Incr.	Education 1974	1971	Com. Bus. Tax	Tax Household	Per Capita 1974	1971
KEARNEY	38	22	73	41.7	72	9.2	17	246	115
PARRY SOUND	1,189	1,043	15	53.2	48	28.0	43	440	308
POWASSAN	122	96	27	45.0	45	27.8	31	206	173
TROUT CREEK	36	24	50	52.2	71	27.8	32	157	112
BURKS FALLS	90	52	73	50.4	50	34.6	52	129	84
MAGNETAWAN	49	31	58	68.9	74	16.3	19	381	65
ROUSSEAU	38	22	73	35.5	36	13.8	20	243	132
SOUTH RIVER	108	67	61	39.8	52	35.3	43	184	118
SUNDRIIDGE	103	66	56	48.7	59	40.9	44	201	124
ARIOUR	164	69	138	60.3	60	29.1	23	161	76
CARLING	171	79	116	58.5	65	3.9	6	156	63
CHIAPMAN	60	37	62	69.9	57	0.7	negl.	138	99
CHRISTIE	100	44	127	54.9	48	3.4	9	158	94
FOLEY	260	129	102	53.4	61	22.0	37	232	90
HAGERIAN	74	32	131	63.0	65	2.0	3	138	71
HUMPIREY	309	163	90	54.5	50	3.5	4	306	148
JOLY	13	8	58	*	46.8	45	negl.	182	120
MACHAR	88	45	95	61.3	67	27.3	22	125	78
MC DOUGALL	321	179	79	45.6	50	23.4	38	218	106
MC KELLAR	134	66	103	47.3	47	6.4	16	179	84
MC MURRICH	54	29	86	53.8	45	5.1	6	152	74
NIPISING	144	76	89	41.4	68	8.7	11	181	101
NORTH HIMSORTH	188	95	98	59.9	74	36.3	35	149	86
PERRY	128	63	103	39.5	58	16.6	24	125	61
RYERSON	46	28	64	54.9	54	2.6	3	151	90
SOUTH HIMSORTH	94	61	54	65.8	80	52.8	45	126	105
STRONG	179	93	92	57.1	56	37.7	41	193	101
TOTAL	4,300	2,718	58	52.8	53.9	22.4	32.3	215	121

SOURCE: Calculated from Municipal Financial Information, 1974 and 1971

A startling decline took place in the proportion of the total tax levy which was derived from the commercial mill rate and the business tax. The largest part of this decline can be attributed to the reassessment, prior to 1974, of the West Parry Sound Board of Education, as well as Kearney, Powassan, Trout Creek, Nipissing, and Perry. As was previously mentioned, reassessment tends to reduce the tax burden upon commercial and industrial properties, by introducing greater comparability of property values between classes of property, and by removing any previously unfair spreading of the tax load.

The combination of total tax levy increases, assisted to some extent by a shift away from commercial ratepayers, has produced an increase in the level of residential taxation on a "per household" basis. It is interesting to note, further, that seasonal residences are included as "household" but not as population. The large number of seasonal properties in Hagerman, for instance, permits it to bear a total tax levy which is higher on a per-capita basis than the Town of Parry Sound, while on a per-household basis the opposite picture emerges.

The final column of Table III-4 attempts to take the effect of inflation into account. Across the Province, municipalities had to pay out approximately \$1.30 in 1974, in order to acquire what had cost them \$1.00 in 1971. Making adjustment for this effect, then, we have a picture of the extent to which increased tax levies truly reflect municipal and school board decisions to increase services.

2. Provincial Grants Table III-5

Previous tables showed that Provincial grants account for a high percentage of a municipality's current revenues (excluding those to be passed on to the school board), nearly as high, in fact, as real property taxation. Table III-5 examines this aspect of municipal revenue in more detail, and over a four-year period. The figures pertain to the Provincial fiscal year (April 1 to the

following March 31) and are derived from the "Grants Register" kept by the Municipal Finance Branch of the Ministry of Treasury, Economics and Intergovernmental Affairs.

One interesting fact which is not shown in this table, is that grants are paid to one or more of the municipalities in the District under a total of 29 different grant programs, in addition to those paid to independent local boards. Many, of course, are for quite small amounts. Examples would include assistance for weed control to the Township of Carling, assistance to the Magnetawan Museum, or a grant to Parry Sound for the conveyance of prisoners to prison by its police forces. Against these are the major types received by all 27 municipalities including road subsidies from the Ministry of Transportation and Communications, and the three basic types of unconditional grants.

Under the heading of "Unconditional Grants" are included the general per-capita grant, the resource equalization grant, and the general support grant. In addition, the Town of Parry Sound receives, since 1973-74, an additional per-capita grant for its own municipal police force. Table III-5 gives striking evidence of the Province's commitment to increase both the absolute and relative level of unconditional grants. From a relatively insignificant amount in 1971-72, this source has come, in the urban municipalities, to be the most lucrative grant which is paid directly to them, and to represent almost one-sixth of all grants paid both to municipalities and to the social service and health boards.

In another sense, too, unconditional grants are a most significant form of revenue. Unlike property taxation, their level is set by the Provincial Legislature, not by the municipal council. But, like property taxation, it comes with no strings attached as to how it is to be used. It is another resource at the disposal of the council, available for it to use in pursuing issues with a high local priority.

The largest of the so-called "conditional grants" are the Ministry of Transportation and Communications' (MTC) road construction and maintenance subsidies. This fact reflects every municipality's major concern with road expenditures, and the overwhelming dominance in most townships of the roads program over other municipal programs. It reflects also the fact that MTC subsidizes a very high proportion of municipal road expenditures, and is virtually a full partner to the roads aspect of municipal operations. Unusual contributions to a municipality in any year are likely to denote the construction of garages or the purchase of major equipment.

Second only to roads are social and health services, both in terms of local government expenditures and in terms of subsidy dollars. Here, too, the rate of subsidy is very high, being very nearly three times the money contributed by municipalities themselves to boards of health, the combined District Social Services Board, and the Homes for the Aged boards combined. It should be noted that the vast majority of these grants are paid directly into the hands of the boards. The grants cited in the table represent the total Provincial grant to the relevant boards, these amounts being then apportioned among the municipalities in the same proportion that the levy of each board is apportioned among the municipalities. In the Health and Social category, only capital and operating grants for municipal day nurseries, which apply only to the towns of Kearney and Parry Sound, have been paid directly to the municipalities. The grant payable to the District Social Services Board for its Children's Aid Society work increased in 1974-75. With this exception, these grants, like road subsidies, have shown only a slight rising trend.

A third common category includes operating grants for municipal recreation programs and capital grants for community recreation centres. While capital subsidies are by nature sporadic, recreation program grants are definitely on the rise. The same, quite clearly, can be said

TABLE III-5 PROVINCIAL GRANTS (\$'000)

MUNICIPALITY	UNCONDITIONAL					TRANSPORTATION				
	74-5	73-4	72-3	71-2		74-5	73-4	72-3	71-2	
KEARNEY	12.1	5.5	1.6	1.6		3.1	4.0	4.2	2.9	
PARRY SOUND	200.7	219.4	40.8	30.5		107.3	110.3	85.2	100.6	
POWASSAN	36.0	26.1	5.4	5.3		15.8	12.5	14.7	17.4	
TROUT CREEK	7.4	9.0	2.9	2.7		7.6	4.2	2.9	1.5	
BURKS FALLS	18.6	14.6	4.5	4.3		15.1	13.8	6.3	6.5	
MAGNETAWAN	4.8	5.1	1.6	1.0		7.8	4.1	3.9	5.1	
ROSSEAU	9.6	6.2	1.4	1.2		2.5	2.4	2.9	4.5	
SOUTH RIVER	25.9	16.8	5.3	4.7		14.6	36.0	40.2	7.8	
SUNDRIdge	15.2	11.6	3.4	3.6		17.1	11.9	16.1	31.2	
ARMOUR	22.5	12.8	4.3	3.9		72.5	111.5	170.2	54.3	
CARLING	12.0	6.9	2.5	2.0		61.1	55.6	42.4	54.6	
CHAPMAN	4.5	3.6	1.6	1.6		49.3	41.5	39.7	39.4	
CHRISTIE	7.4	4.8	2.5	1.5		47.8	23.4	29.0	118.3	
FOLEY	12.6	12.0	5.9	5.5		74.7	54.6	38.3	41.2	
HAGERMAN	8.8	5.0	2.2	1.9		20.4	17.5	12.0	11.5	
HUMPHREY	13.8	10.1	3.0	2.5		86.9	68.9	320.9	81.5	
JOLY	3.3	1.4	0.4	0.4		12.5	10.6	17.0	15.4	
MACHAR	12.7	8.0	2.3	2.1		65.1	67.8	175.6	236.5	
MC DOUGALL	49.1	37.6	11.7	10.5		78.3	75.6	55.9	57.1	
MC KELLAR	16.8	13.0	2.4	2.1		80.6	74.5	68.1	40.5	
MC MURRICH	12.1	9.3	2.0	1.8		58.0	49.0	33.0	24.1	
NIPPINGING	14.3	6.3	4.9	4.4		118.7	79.9	58.2	68.0	
NORTH HIMSORTH	43.6	24.9	11.5	10.3		67.7	49.9	35.4	32.4	
PERRY	58.3	19.5	4.9	4.6		43.9	47.2	42.6	51.1	
RYERSON	11.1	7.0	1.9	1.8		44.0	38.0	43.3	33.9	
SOUTH HIMSORTH	18.5	12.2	6.2	5.3		41.5	37.2	31.1	29.9	
STRONG	14.3	12.8	4.9	4.2		76.6	56.2	54.5	51.7	
UNORGANIZED	0.9					817.6	468.6	406.3	402.2	
TOTAL	666.8	532.3	142.1	121.1		2,108.1	1,636.5	1,849.9	1,762.0	

NOTE: Dashes represent no grant or amounts less than \$50.00.

SOURCE: "Grants Register", Municipal Finance Branch, Ministry of Treasury, Economics and Intergovernmental Affairs.

MUNICIPALITY	HEALTH & SOCIAL (to Boards)						RECREATION & COMMUNITY CENTRES																	
	74-5			73-4			72-3			71-2			74-5			73-4			72-3			71-2		
	KEARNEY	39.4	7.6	4.5	3.7		0.9	0.8	0.6	0.6			0.6	0.5	0.5	0.6	0.6	0.6						
PARRY SOUND	302.3	192.7	262.0	215.3			6.0	6.3	4.5	4.5			2.2	2.2	2.2	2.2	2.2	2.2						
POWASSAN	65.3	26.8	27.3	19.6			2.5	16.3	2.6	2.6			20.5	20.5	20.5	20.5	20.5	20.5						
TROUT CREEK	31.7	8.5	8.4	6.0			1.4	1.2	0.3	0.3														
BURKS FALLS	41.1	20.5	22.4	17.9			2.1	1.2	1.3	1.3			1.4	1.4	1.4	1.4	1.4	1.4						
MAGNETAWAN	9.9	4.0	4.0	3.2			0.5	0.3	0.2	0.2			1.3	1.3	1.3	1.3	1.3	1.3						
ROSSEAU	11.0	7.8	7.9	8.0			—	—	—	—														
SOUTH RIVER	58.6	19.5	20.5	16.6			1.4	1.7	1.0	1.0			1.0	1.0	1.0	1.0	1.0	1.0						
SUNDRIIDGE	36.9	24.9	26.1	21.1			3.3	1.5	8.0	8.0			1.8	1.8	1.8	1.8	1.8	1.8						
ARMOUR	42.3	41.2	41.4	32.7			1.6	0.6	0.9	0.9			0.6	0.6	0.6	0.6	0.6	0.6						
CARLING	25.8	66.5	74.4	53.2			0.4	1.6	0.2	0.2			—	—	—	—	—	—						
CHAPMAN	16.4	25.2	26.2	21.1			—	—	—	—			—	—	—	—	—	—						
CHRISTIE	15.9	42.6	27.4	21.0			0.5	0.8	—	—			—	—	—	—	—	—						
FOLEY	55.8	81.3	80.4	65.5			—	2.0	—	—			—	—	—	—	—	—						
HAGERMAN	16.4	25.1	23.6	18.1			—	—	—	—			—	—	—	—	—	—						
HUMPHREY	30.5	94.2	91.9	88.8			20.0	—	—	—			—	—	—	—	—	—						
JOLY	5.4	3.6	3.7	2.8			—	—	—	—			—	—	—	—	—	—						
MACHAR	24.3	25.1	26.4	20.5			—	—	—	—			—	—	—	—	—	—						
MC DOUGALL	123.1	86.3	85.8	79.2			1.8	1.6	1.4	1.4			1.3	1.3	1.3	1.3	1.3	1.3						
MC KELLAR	25.9	33.3	30.9	24.9			—	—	—	—			—	—	—	—	—	—						
MC MURRICH	23.6	15.7	15.1	12.3			0.7	0.7	0.4	0.4			0.6	0.6	0.6	0.6	0.6	0.6						
NIPISSING	50.5	57.9	46.9	38.2			0.8	1.9	0.5	0.5			1.0	1.0	1.0	1.0	1.0	1.0						
NORTH HIMSORTH	120.0	46.7	46.1	38.0			—	—	—	—			—	—	—	—	—	—						
PERRY	48.4	51.3	43.6	35.1			10.2	0.4	0.5	0.5			0.2	0.2	0.2	0.2	0.2	0.2						
RYERSON	20.0	16.8	17.3	13.9			0.4	0.2	0.2	0.2			—	—	—	—	—	—						
SOUTH HIMSORTH	65.2	23.6	25.0	21.2			—	1.3	—	—			0.1	0.1	0.1	0.1	0.1	0.1						
STRONG	56.7	45.4	46.0	36.4			0.2	0.2	0.2	0.2			—	—	—	—	—	—						
UNORGANIZED	—	—	—	—			—	—	—	—			0.2	0.2	0.2	0.2	0.2	0.2						
TOTAL	1362.4	1,146.8	1,212.0	1,001.8			55.6	41.7	28.1	28.1			35.8	35.8	35.8	35.8	35.8	35.8						

MUNICIPALITY	LIBRARIES					TOTAL CONDITIONAL			
	74-5	73-4	72-3	71-2		74-5	73-4	72-3	71-2
KEARNEY	1.0	0.4	0.2	0.2		44.3	14.1	12.2	9.4
PARRY SOUND	8.5	7.5	5.7	5.7		420.0	321.8	388.1	364.8
POWASSAN	1.9	1.6	0.6	0.7		85.6	60.2	47.3	43.4
TROUT CREEK	0.9	0.7	0.6	--		41.6	17.4	17.9	52.6
BURKS FALLS	1.5	1.8	0.6	1.3		59.8	38.7	34.8	35.9
MAGNETAWAN	1.4	1.5	--	--		19.5	11.1	13.4	10.8
ROSSEAU	0.4	0.3	0.2	0.2		16.8	10.5	15.0	22.1
SOUTH RIVER	1.8	1.9	0.7	0.6		77.4	59.4	65.6	29.9
SUNDRIIDGE	1.1	0.9	0.5	0.4		58.3	41.2	56.3	63.7
ARIOUR	1.6	--	0.6	--		118.0	154.6	218.0	100.7
CARLING	--	--	--	--		87.3	125.8	125.0	144.1
CHAPMAN	--	--	--	--		65.6	67.9	71.2	74.1
CERISTIE	--	--	--	--		64.1	77.1	61.1	140.4
FOLEY	--	--	--	--		130.5	151.0	173.2	109.8
HAGERLAN	--	--	--	--		39.4	43.1	41.5	21.6
HUMPIREY	2.0	0.8	0.4	0.4		139.4	164.4	417.7	179.1
JOLY	--	--	--	--		17.9	15.5	23.5	119.9
MACHAR	0.8	--	--	--		90.3	94.8	206.5	275.1
MC DOUGALL	--	--	--	--		203.2	165.4	147.0	140.7
MC KELLAR	--	--	--	--		106.5	108.4	105.0	69.2
MC MURRICH	--	--	--	--		81.8	65.3	49.9	37.7
NIPISSING	1.6	1.3	0.6	0.6		171.7	141.7	110.7	113.2
NORTH HINSWORTH	3.3	2.8	--	--		192.3	109.7	84.9	82.3
PERRY	2.1	--	--	--		104.6	110.2	94.5	91.4
RYERSON	0.7	0.9	--	--		65.2	57.1	64.9	56.5
SOUTH HINSWORTH	1.9	1.5	0.6	--		108.7	65.0	59.1	54.1
STRONG	--	--	--	--		133.3	103.1	103.9	93.3
UNORGANIZED	29.9	69.4	28.0	27.5		847.7	538.5	511.2	504.1
TOTAL	62.5	91.9	39.2	37.5		3,590.5	2,922.3	3,298.4	3,089.1

MUNICIPALITY	TOTAL (Minus Education)				EDUCATION (To Boards)			
	74-5		73-4		74-5		73-4	
	72-3	71-2	72-3	71-2	72-3	71-2	72-3	71-2
KEARNEY	56.5	19.6	13.8	11.0	97.8	99.5	40.5	48.2
PARRY SOUND	620.7	541.2	428.9	395.3	559.6	684.4	746.1	798.9
POWASSAN	121.6	86.3	52.7	48.7	219.6	224.6	201.7	243.7
TROUT CREEK	49.0	26.4	20.8	55.3	76.6	70.2	60.7	71.8
BURKS FALLS	78.4	53.3	39.3	40.2	168.8	172.7	160.0	163.8
MAGNETAWAN	24.3	16.2	15.0	11.8	31.6	31.6	30.0	35.0
ROSSEAU	26.4	16.7	16.4	23.3	26.4	30.3	33.5	32.6
SOUTH RIVER	103.3	76.2	70.9	34.6	162.1	162.6	148.7	181.0
SUNDRIIDGE	73.5	52.8	59.7	67.3	192.9	196.7	179.1	208.8
ARIOUR	140.4	167.4	222.3	104.6	380.1	328.9	305.9	331.2
CARLING	99.3	132.7	127.5	146.1	237.2	213.2	233.2	213.5
CHAPMAN	70.1	71.5	72.8	75.7	170.1	166.1	158.4	191.2
CHRISTIE	71.5	81.9	63.6	141.9	142.8	114.1	111.7	84.1
FOLEY	143.0	163.0	129.1	115.3	259.3	294.5	313.2	287.6
HAGERMAN	46.1	48.1	43.7	23.5	108.9	92.5	96.4	82.0
HUMPHIREY	153.2	174.5	420.7	181.6	316.0	377.6	408.9	359.1
JOLY	21.1	16.9	23.9	20.3	25.4	25.9	23.8	28.4
MACHAR	103.0	102.8	208.8	277.2	206.9	181.7	157.7	179.1
MC DOUGALL	252.3	203.0	158.7	151.2	336.5	342.8	370.2	342.2
MC KELLAR	123.2	121.4	107.4	71.3	161.4	123.3	125.8	115.1
MC MURRICH	93.9	74.6	51.9	39.5	96.1	95.5	90.5	111.6
NIPISSING	185.9	148.0	115.6	117.6	282.6	272.8	237.0	280.3
NORTH HIMSORTH	235.9	134.6	96.4	92.6	432.7	397.8	327.6	445.1
PERRY	162.9	129.7	99.4	96.0	320.2	298.5	284.8	336.5
RYERSON	76.3	64.1	66.8	58.3	100.9	99.0	93.0	123.4
SOUTH HIMSORTH	127.2	77.2	65.3	59.4	254.7	186.6	169.0	250.6
STRONG	147.6	115.9	108.8	97.5	387.6	354.5	324.2	323.2
UNORGANIZED	848.6	538.5	511.2	504.1	1,516.8	1,051.3	1,133.4	1,448.5
TOTAL	4,257.3	3,454.6	3,440.5	3,210.3	7,334.0	6,689.1	6,565.0	7,315.0

for the following category - libraries - which takes the form of a per-capita grant to any municipality which undertakes expenditures for library purposes. The Magnetawan Museum has been included in this category.

Conditional grants, in total, have been a very substantial and relatively steady contribution to municipal coffers. The slight increase is definitely caused by more municipalities taking on the programs and projects for which subsidies are available.

Happily, it is the unconditional grants which have accounted for the dramatic increase in Provincial contributions to local government over this four-year period.

For the final category, the grants paid directly to the school boards have been divided up among the municipalities in proportion to their education levy, in the same fashion as grants for social and health boards were presented. While these grants stood at virtually the same level in 1974-75 as in 1971-72, the dollar figures involved may be of interest.

3. Capital Financing Table III-6

Referring back to Table III-1a, readers will recall that by no means all municipal expenditures were derived from current (or revenue) funds. 39% of the expenditures incurred by municipalities in 1974 were financed from a different account - from the capital fund. This fund differs both because of its sources and because of the uses to which it is put.

A capital expenditure differs from an operating or current expenditure because it is likely to be a "one-shot deal", and because it leaves the municipal corporation with a tangible asset - be it a piece of equipment acquired, a building or work constructed, or a major repair or improvement to an existing asset. In order to differentiate a capital expenditure item from a minor acquisition such as a stapler or a stop-sign, however, a minimum life, such as three years, and a minimum cost, such as \$500, is usually referred to.

As we shall see later, not every capital expenditure is financed from the capital fund. Construction, equipment, repairs, or improvements may be paid for right out of current revenues. For a number of reasons, though, it is more common, and usually more desirable, for capital expenditures to be provided for in the capital fund. Conversely, the capital fund may only be used for capital expenditures.

Most importantly, perhaps, the capital fund is the beneficiary of certain monies which are required by law to be applied for capital purposes, and not to get mixed in with the ongoing programs of the municipality. These include "reserve funds", which may only be transferred to the capital fund and only, at that, for the specific purpose for which the reserve fund was initiated. Also included are many of the grants just reviewed, which are only available as reimbursement for capital expenditure. In addition, the proceeds of municipal debentures may only be used for the capital works for which their issue was approved by the Ontario Municipal Board.

Table III-6, then, sets out the total capital fund outlays, for three different years, and the sources of financing. It should be noted that the total given includes not only actual expenditures in that year, but also any amounts remaining to be financed by the municipality from undertakings in the previous year (or years). It should also be noted that agreements between the municipality and the Ministry of the Environment, with regard to waterworks or sewerage works, have been included to the extent that they have been reported as such in the Municipal Financial Report.

Looking at the total capital outlay requiring financing at the end of 1970, 1972, and 1974, the reader certainly realizes that capital undertakings have witnessed a rapid increase throughout the District. The Town of Parry Sound has led the way with its new sewage system and its new arena complex. But, were the Town's figure to be excluded entirely, the increase in the rest of the District would be from \$326,209 in 1970, to \$855,631 in 1972, to \$1,469,367 in 1974.

In 1970, over two-thirds of the total was drawn from the current year's revenues. Although it continued to be the case in several municipalities, this proportion, on average, plummeted in the later years. While making capital expenditures from current revenues has the obvious advantage of obviating debt, the case sometimes heard in opposition is that major capital expenditures will yield to burdensome one-shot mill rate increases, and substantial year-to-year mill rate fluctuations, neither of which are convenient for the taxpayer. Table III-6 converts the actual dollar contributions from the revenue fund into a residential mill rate (using the municipality's 1974 weighted market-value assessment). To some extent the Town of Parry Sound and the Township of Perry, among others, illustrate this claim. A one-shot increase of 4 mills will mean an unexpected tax increase of \$80 on a \$20,000 property. Be that as it may, revenue fund contributions, although over half a million dollars in 1974, have fallen substantially as a proportion of total capital financing in the District.

Many observers have suggested that, except where needs arise unexpectedly or in droves, good municipal management, armed with an Official Plan, should be able to avoid both debt and irregular mill rate increases by foreseeing capital expenditure needs, and providing for them over several prior years by setting money aside in reserves and reserve funds. Whatever the workability of this theory in other places, it has, with a few exceptions, been a minor and decreasing source of capital financing in the District as a whole.

Ontario grants, as previously mentioned, have been a significant but irregular source, depending upon municipalities' undertaking projects, or acquiring assets, of a type for which subsidies are available.

The category "other sources" covers a multitude of sins, but refers for the most part to public subscriptions. The proportion of municipal projects contributed by the public has risen remarkably. To a large degree, this phenomenon coincides with community centre projects and medical clinics.

TABLE III-6 CAPITAL FUND FINANCING

MUNICIPALITY	TOTAL CAPITAL OUTLAY		REVENUE FUND CONTRIBUTIONS (as %)		REVENUE FUND CONTRIBUTIONS (as R/F mill rate)	
	1974	1972	1970	1974	1972	1970
KEARNEY	--	--	8,140	--	--	4.305
PARRY SOUND	1,510,125	419,147	118,780	14	4.241	1.883
POWASSAN	68,424	78,278	5,273	9	0.72	2.34
TROUT CREEK	316	74,205	14,615	100	negl.	0.169
BURKS FALLS	144,710	14,427	14	34	2.496	4.444
MAGNETAWAN	1,613	--	625	67	0.487	--
ROSSEAU	200,006	31,018	302	1	0.462	0.282
SOUTH RIVER	95,633	44,307	6,000	16	2.05	0.13
SUNDRIdge	105,944	17,366	35,595	--	--	--
ARIOUR	16,104	133,161	10,282	71	100	0.543
CARLING	--	5,641	5,700	--	100	0.474
CHAPMAN	--	--	--	--	--	negl.
CERISTIE	15,029	1,500	5,795	100	100	--
FOLEY	23,159	--	31,183	23	45	--
HAGERMAN	--	--	--	--	--	--
HUMPHIREY	365,915	21,403	34,906	20	38	2.674
JOLLY	3,493	8,000	--	2	20	0.294
MACHAR	13,403	125,111	74,180	100	negl.	0.537
MC DOUGALL	190,816	150,083	4,305	15	11	--
MC KELLAR	36,246	40,201	711	35	100	0.903
MC MURRICH	12,768	283	--	100	100	2.861
NIPPING	43,946	4,960	27,180	30	100	negl.
NORTH HIMSORTH	26,166	21,451	22,880	100	27	1.442
PERRY	33,335	71,620	15,921	100	100	negl.
RYERSON	4,676	12,422	--	100	100	0.522
SOUTH HIMSORTH	2,000	194	21,262	38	100	1.388
STRONG	40,882	--	1,354	100	--	negl.
TOTAL	2,979,492	1,274,778	444,989	17.5	22.6	68.1
						(520,754) * (288,071)† (303,293)‡

*Actual dollar amounts of Rev. fund contributions.

SOURCE: "Financial Reports", 1974, 1972, 1970

MUNICIPALITY	RESERVES & RESERVING FUNDS (as %)				ONTARIO GRANTS (as %)				OTHER SOURCES (as %)				DEBT (as %)				UNFINANCED AT YEAR'S END (as %)			
	1974	1972	1970	1974	1972	1970	1974	1972	1970	1974	1972	1970	1974	1972	1970	1974	1972	1970		
KEARNEY	--	--	1	2	--	38	--	12	--	--	--	23	--	--	74	17	--	--		
PARRY SOUND	--	--	--	61	--	20	29	8	53	--	89	--	--	2	3	--	--			
POWASSAN	--	--	--	--	72	--	--	16	--	--	--	--	--	--	--	10	--	--		
TROUT CREEK	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--		
BURKS FALLS	--	--	--	--	24	52	--	10	14	--	--	--	--	--	53	--	--	--		
MAGNETAWAN	--	--	--	--	99	--	--	33	--	--	--	--	--	--	--	--	--	--		
ROSSEAU	--	--	--	--	--	76	--	--	--	--	--	--	--	--	--	--	--	--		
SOUTH RIVER	--	--	--	--	--	65	--	28	--	--	--	19	100	45	--	--	--	--		
SUNDRIIDGE	--	--	--	--	38	93	50	48	--	--	14	--	50	--	--	--	--	--		
ARIJOUR	--	--	--	--	29	93	--	--	--	--	--	--	--	--	--	--	--	--		
CARLING	--	89	--	--	100	--	--	--	--	--	--	--	--	--	--	--	--	--		
CHAPMAN	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--		
CERISTIE	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--		
FOLEY	77	--	--	--	--	--	--	--	--	--	--	--	--	55	--	--	--	--		
HAGERMAN	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--		
HUMPHREY	--	--	78	6	62	--	--	--	--	--	--	--	--	--	74	--	--	--		
JOLY	57	--	--	41	80	--	--	--	--	--	--	--	--	--	--	--	--	--		
MACHAR	--	--	--	--	100	67	--	--	--	--	--	--	--	--	--	--	--	--		
MC DOUGALL	--	--	--	--	--	--	--	2	--	--	--	73	--	--	--	10	89	--		
MC KELLAR	--	--	--	--	--	65	--	--	--	--	--	--	--	--	--	--	--	--		
MC HURRICH	--	--	--	--	--	70	--	--	--	--	73	--	--	--	--	--	--	--		
NIPISSING	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--		
NORTH HIMSWORTH	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--		
PERRY	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--		
RYERSON	--	--	--	--	--	62	--	--	--	--	--	--	--	--	--	--	--	--		
SOUTH HIMSWORTH	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--		
STRONG	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--		
TOTAL	0.7	2.0	6.6	7.3	43.7	15.5	9.9	2.8	0.6	5.2	13.7	9.2	51.5	16.7	--	--	--	--		

Most discussion of capital financing is usually reserved for debenture debt and other long-term liabilities. Very few of the Districts' municipalities, however, have been incurring debenture debt, resulting in a rather low reliance on this source in the District total.

The final category in Table III-6 may be attributed to any of a number of factors. Perhaps a debenture issue has not yet been sold or even placed on the market. Perhaps a subsidy cheque from the Province has not yet arrived, or a municipality is able to hold over some portion of the cost to be met out of the following year's revenue. In some cases, also, this category will include the rather special type of long-term liability entered into with the Ministry of the Environment (MOE) for an improved sewage system. This scheme may perhaps be compared to a municipality entering into a long-term lease with MOE and then subletting to the service users. Note, though, that the long-term lease is offered at a discount, since MOE absorbs a proportion of the cost itself.

Table III-7 Municipal Debt

As the capital source which generally arouses the greatest concern, the picture of municipal long-term debt deserves some elaboration.

A municipality's net debt must be divided between the General Municipal Debt, which must be repaid in future years' municipal general revenues, and Municipal Enterprise Debt, for the repayment of which future years' utility revenues are liable. It is primarily water and hydro-electrical systems which account for the latter category. From the standpoints of the security of the municipal corporation and of impact on the property taxation, it is the General Municipal Debt with which we must be primarily concerned. It is best, also, to look at the column entitled "Accumulated Unfinanced Capital Outlay", for, as already mentioned, this may well turn into debt if not carried over against the current revenues of the succeeding year.

Only three types of project account for virtually all municipal general debt in the District - medical centres, community recreation centres, and sewer systems. Medical centres account for all of the debt in Sundridge and North Hemsworth, and all of the unfinanced outlay in South River and Burks Falls (which has since become debenture debt). Community centres account for the \$270,000 unfinanced outlay of Humphrey, and a similar amount of the unfinanced outlay of the Town of Parry Sound. Sewer systems (by agreement with MOE) account for the McDougall debt and the Powassan debt, as well as most of Parry Sound's debt and the largest portion of its unfinanced outlay. In reading the debt indicators on Table III-5, therefore, the reader might do well roughly to double the figures given for the Town of Parry Sound and to make a mental adjustment for Burks Falls, South River, and Humphrey.

The following rule-of-thumb is frequently offered as a guide to the tolerable limit of a municipality's general debt as a percentage of its assessment base: 7% in townships, 8% in villages, and 9% in towns. In many ways, however, the next column deserves more attention because it isolates the proportion of the general municipal debt which will have to be repaid by the residential mill rate, dividing this figure by the number of households. It is clear enough that the Parry Sound and Powassan sewer works represent a sizeable long-term commitment for each residential household.

In year-to-year terms it is the level of debt charges which may be a more pertinent concern: that is, the amount that the municipality must set aside each year in order to retire the debt (with interest) at the end of the term for which the debt was incurred. No council wants to have very much of its current revenues tied up in meeting commitments from previous years. This is money which the council cannot then use to meet new needs as they arise. While there are no hard-and-fast rules, it has been suggested that a municipality will feel uncomfortably "locked-in" if

debt charges exceed 20-25% of its budget. (Just as a comparison, debt charges represent roughly 12% of the current Canada budget and roughly 6% of the current Ontario budget.)

This issue is aggravated by the fact that no municipality will enter into debt until grants and other non-tax sources have been exhausted. The level of debt charges, then, has particular significance as a proportion of a municipality's tax levy (for municipal purposes). Again, we are likely to be most concerned with the residential tax, on a per-household basis. The reader will see that, in each of the three "medical centre" villages, the average householder is making a definite annual tax contribution to this project. Still, the Towns of Parry Sound and Powassan, because of their sewers, are the most noticeable feature of this table. It should be remarked, however, that there is obviously not the same element of choice involved in the undertaking of a sewer project as there is for other types of capital works - primarily for public health reasons, but also because of the legal situation. Moreover, communities undertaking other capital projects can be expected to have contributed heavily in advance in order to avoid or minimize debt - both in the form of public subscriptions and in the form of contributions from municipal current revenue. In the case of a sewer project agreement with MOE, this can naturally not be the case.

TABLE III-7 MUNICIPAL LONG-TERM DEBT INFORMATION 1974

MUNICIPALITY	1974 Net Debt										Accumulated Unfinanced Capital Outlay										Charges on Gen. Municipal Net Debt									
	Gen. Mun.	Enter- prises	Total	Per Hshld.	\$ 000	\$ 000	\$ 000	As %	Res'1	As %	Res'1	Own 1974	Own 1974	Current 1974	Current 1974	Taxes	As % of Res'1.	Per Hshld.	\$											
KEELEY	--	--	--	--	830	63	893	461	1,121	0.8	307	111	8.6	20.0	--	--	--	--	--	--	--	--	--	--	--	--				
PARRY SOUND	193	--	193	2	--	2	560	13	1	4.4	379	38	29.1	56.9	41	--	--	--	--	--	--	--	--	--	--					
POWASSAN	--	--	--	--	2	2	193	13	--	0.1	9	1	1.6	3.2	74	2	--	--	--	--	--	--	--	--	--					
PROUT CREEK	2	--	--	--	--	--	193	13	--	0.1	9	1	1.6	3.2	2	--	--	--	--	--	--	--	--	--	--					
BURKS FALLS	--	1	--	15	15	15	46	7	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--					
MAGNETAWAN	--	--	--	--	--	1	1	7	--	--	--	6	--	--	--	--	--	--	--	--	--	--	--	--	--					
ROUSSEAU	--	--	--	--	--	--	--	--	--	--	--	1	1	4.0	5.1	8	--	--	--	--	--	--	--	--	--					
SOUTH RIVER	6	--	59	64	64	64	168	53	53	0.1	9	8	7.3	12.9	14	--	--	--	--	--	--	--	--	--						
SUNDRIIDGE	44	--	--	--	--	44	44	146	--	0.8	86	15	17.2	28.5	29	--	--	--	--	--	--	--	--	--						
APLIOUR	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--						
CARLING	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--						
CHAPMAN	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--						
CHRISTIE	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--						
FOLEY	2	--	--	--	--	2	2	2	--	--	--	2	12	5.2	9.7	13	--	--	--	--	--	--	--	--						
EAGERIAN	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--						
HUMPHREY	22	--	--	--	--	22	22	22	270	--	--	21	5	1.9	3.9	5	--	--	--	--	--	--	--	--						
JOLY	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--						
MACHAR	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--						
MC DOUGALL	159	10	169	160	169	160	160	17	17	0.9	114	22	6.8	12.7	22	--	--	--	--	--	--	--	--	--						
MC KELLAR	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--						
MC MURRICH	8	--	--	--	--	8	22	22	0.2	21	1	0.8	3.9	2	--	--	--	--	--	--	--	--	--	--						
NIPISSING	--	--	--	--	--	--	--	--	--	--	--	31	10	5.1	13.6	12	--	--	--	--	--	--	--	--						
NORTH HINSWORTH	40	--	--	--	--	40	50	--	0.3	31	10	5.1	13.6	12	--	--	--	--	--	--	--	--	--							
PERRY	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--							
RYERSON	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--							
SOUTH HINSWORTH	5	--	--	--	--	5	9	--	--	--	--	9	3	1.6	3.8	5	--	--	--	--	--	--	--	--						
TOTAL	1,312	146	1,459	95	1,542	0.4	66	66	232	5.0	66	232	5.0	11.4	17	--	--	--	--	--	--	--	--							

SOURCE: Municipal Financial Information, 1974

(b) MUNICIPAL EXPENDITURES

So far, we have made only passing reference to the way in which the municipalities use the money which they take in. It is fair to say that the amount of money a municipality will normally have coming in is dependent upon the amount which has been committed for expenditure.

This is obviously true of most Provincial grant programs. One sort of grant is made available with the sole prerequisite that a municipality undertake a certain type of expenditure, such as police or libraries, but the level of grant does not depend upon the level of municipal expenditure. More frequently, the level of subsidy is tied directly to the level of expenditure, as is true of road subsidies and day care subsidies, for example. These subsidies represent standing Provincial commitments to assist in meeting a certain proportion of the costs of a specific undertaking.

The level of property taxation, the other major source of municipal revenue, is also dependent on the level of expenditure. Because it has the power to set and levy taxes, a municipality is not like a private household which must first determine its income, and only then decide upon its expenditures. In theory, a government may set taxes to yield as much income as it thinks necessary, subject naturally to the community's political and economic limits.

It should be pointed out, though, that a municipality has a rather difficult time of it to change its mind in mid-year about how much income it wants.

The preceding paragraph highlights the importance of the annual budget (or, as it is called in The Municipal Act, the "estimate of expenditures"). First, using its budget, the municipality must make sure that it sets a mill rate sufficient to provide itself with money enough to do in the coming year all that local government has decided ought to be done or will have to be done.

Second, the budget informs the residents of the reasons for the level of their taxes, by setting out the items and programs to which the total will be applied. This is only fair, because the ratepayers can't at the time refuse to pay the bill, but they do have a right to know what they are paying for. Informed, they can, of course, debate the matter and possibly change things at the following election.

Table III-8

Table III-8 sets out what happened to the money that the municipalities collected in 1974. Note again, that a very large sum was requisitioned by the Boards of Education. Properly speaking, this amount "flowed through" the municipalities, rather than being expended by them. The education requisition represented very nearly half as much as the municipalities spent from current accounts themselves.

Under the category "General Government" has been included not only expenses of members of council, administrative services, and miscellaneous general expenditures, but also the financial costs required to manage the corporation as a whole - interest on temporary borrowing, provision for working reserves, unclassified transfers to other funds, allowances for uncollected taxes, or other deferred revenue and taxes written off. Transfers to capital or reserve funds, or the setting aside of reserves, for specific purposes such as recreation, are included under that specific program, and not under "General Government".

The category "Other Protection" includes primarily street-lighting and protective inspections, while "Other Transportation" includes parking, traffic control, and land drainage. "Recreation" is intended also to include community services such as libraries and, in a few cases, cemeteries. "Planning" also encompasses industrial development.

TABLE III-8 ANALYSIS OF EXPENDITURES 1974 (\$000)

ANALYSIS OF EXPENDITURE 1974 MUNICIPALITY	General*		Government		Fire		Police		Other Protection		Roads		Other Transport		Sewage	
			\$	%	\$	%	\$	%	\$	%	\$	%	\$	%	\$	%
KEARNEY	19	50.5	2	5.9	--	0.6	1	3.1	7	18.6	--	--	8.9	212	16.5	--
PARRY SOUND	200	15.6	51	4.0	138	10.7	39	3.0	161	12.5	115	1	0.8	37	28.2	--
POWASSAN	23	17.6	4	3.1	--	--	5	3.8	31	23.7	1	1.1	--	--	--	--
TROUT CREEK	9	27.2	4	11.7	--	--	2	6.7	11	31.7	--	--	--	--	--	--
BURKS FALLS	39	28.7	24	17.6	--	--	3	2.2	31	22.8	8	5.9	9	6.6	--	--
MAGNETAWAN	9	29.3	1	2.9	--	--	2	6.2	13	42.8	--	--	--	--	--	--
ROSSEAU	8	26.4	--	--	--	--	1	3.8	6	19.1	--	--	--	--	3.5	--
SOUTH RIVER	29	25.2	6	5.2	1	0.9	5	4.3	38	33.0	2	1.7	4	3.5	0.2	0.2
SUNDRIIDGE	16	18.0	--	0.4	--	--	4	4.5	22	25.2	7	8.4	--	--	--	--
ARBOUR	31	19.1	11	6.8	--	--	1	0.6	103	63.6	--	--	--	--	--	--
CARLING	27	17.8	--	--	--	--	1	0.7	87	57.2	2	1.3	--	--	--	--
CHAPMAN	10	11.6	--	0.2	--	--	1	0.7	62	73.1	4	4.6	--	--	--	--
CHRISTIE	25	20.3	--	--	--	--	1	0.8	82	66.7	--	--	--	--	--	--
FOLEY	38	16.8	15	6.6	--	--	11	4.9	120	53.1	1	0.5	--	--	--	--
HAGERMAN	14	24.7	--	0.4	--	--	1	2.4	31	54.1	--	--	--	--	--	--
HUMPHREY	37	13.4	6	2.2	--	--	3	1.1	121	43.7	--	--	--	16	5.8	--
JOLY	6	26.7	--	--	--	--	--	--	16	67.1	--	--	--	--	--	--
MACHAR	19	15.1	--	--	--	--	--	--	96	76.2	--	--	--	--	--	--
MC DOUGALL	62	19.1	14	4.3	5	1.5	4	1.2	145	44.8	2	0.6	40	12.1	--	--
MC KELLAR	28	16.1	--	--	--	--	--	3	1.7	130	74.7	--	--	--	--	--
MC MURRICH	11	10.0	6	5.6	--	--	1	0.9	73	67.0	--	--	--	--	--	--
NIPISSING	26	--	1	--	--	--	2	--	153	--	--	--	--	--	--	--
NORTH HIMSORTH	46	23.1	10	5.0	--	--	13	6.5	85	42.7	--	--	--	--	--	--
PERRY	24	14.6	7	4.3	--	--	2	1.2	86	52.4	--	--	--	--	--	--
RYERSON	10	13.3	3	4.3	--	--	1	1.0	57	73.2	--	--	--	--	--	--
SOUTHE HIMSORTH	11	12.4	1	1.0	--	--	1	1.0	63	69.2	--	--	--	--	--	--
STRONG	19	10.8	1	0.6	--	--	1	0.6	127	72.2	--	--	--	--	--	--
TOTAL	79	17.2	169	3.6	145	--	109	2.3	1,957	42.2	143	3.1	318	6.9	--	--

NOTE 1: Dashes represent no expenditure or expenditures less than \$500.

NOTE 2: Percentages given are as a percentage of the column "Total Own Expenditures from Revenue Fund"

*In this table, but not in subsequent tables, the category "General Government includes provisions for financial transactions or inter-fund transfers by the municipality".
 SOURCE: Municipal Financial Information, 1974 and Financial Reports, 1974

Under the heading "Health and Social" the reader will remember that the majority of transactions are again merely "flow throughs" from the municipal point of view, since the Homes for the Aged, social services, and health boards all requisition funds from the municipalities, which are not responsible for subsequent expenditure decisions. There are, nonetheless, a few items - such as medical centres, day nurseries and contributions to hospitals - which are true municipal expenditures.

Table III-9

Table III-9 expands upon the 1974 data, by setting out the destined purposes of the municipalities' current revenues for a five-year period -- 1970 to 1974 inclusive -- in thousands of dollars. The categories here are not entirely similar to those of the previous table. "General Government" here excludes the purely financial items previously referred to, and the latter are listed separately. Protective inspections have been included with police. Parking and traffic have been included with roads, drainage has been set out separately, and the total has then been given for all transportation and related expenditures. Water expenditures have been added to sewer, in order to cover those cases where a municipality has absorbed a deficit of its utility commission. Day care expenditure has been excluded from other health and social categories. Library and museum expenditures have been isolated, as have parks and recreation. The result is a detailed presentation of municipal expenditure patterns, to which the reader may wish to refer frequently in re-reading the previous chapter of this Report, on the structure and functions of local government.

Table III-10

It is worth a reminder that the previous two tables have not included capital fund operations per se, in their calculations and total expenditure. Capital expenditure has, though, been encompassed to the extent that it remains undistinguished from other current account expenditures, to the extent that transfers are made from the revenue fund to the capital fund or reserve funds, and to the extent that current revenues must meet the debt charges from previous years' capital borrowing.

TABLE III-9 EXPENDITURES, 1970-1974 (\$000)

MUNICIPALITY	GENERAL GOVERNMENT					FIRE				
	1974	1973	1972	1971	1970	1974	1973	1972	1971	1970
KEARNEY	7.1	8.7	10.4	8.8	7.0	2.3	3.6	2.7	2.3	6.6
PARRY SOUND	136.6	120.8	149.8	136.1	121.1	51.4	53.5	49.9	31.3	28.3
POWASSAN	17.4	14.5	14.8	11.7	12.1	4.4	6.6	5.5	5.8	5.3
TROUT CREEK	8.8	6.3	5.2	5.1	5.0	4.0	3.5	3.8	3.2	2.8
BURKS FALLS	15.9	14.6	10.2	8.7	8.2	24.2	2.7	4.0	3.8	3.6
MAGNETAWAN	8.4	7.1	11.5	8.4	5.2	0.9	--	--	--	.6
ROSSEAU	5.5	5.0	4.8	3.7	2.8	--	1.3	0.8	1.4	.7
SOUTH RIVER	22.2	18.6	15.8	15.5	13.5	5.6	4.5	6.1	4.7	5.7
SUNDRIIDGE	13.6	12.1	10.4	10.2	9.6	.4	.4	.2	1.8	.3
ARIOUR	14.3	13.4	13.9	12.2	10.6	11.4	0.6	0.8	1.1	.6
CARLING	19.6	16.1	15.2	11.8	11.3	--	0.2	--	--	.1
CHAPMAN	9.2	10.2	9.2	8.4	6.7	.1	.1	.1	--	--
CERISTIE	20.5	14.0	13.9	14.2	10.1	.1	--	.1	.1	--
FOLEY	33.4	27.4	39.1	24.9	20.4	15.2	14.5	14.1	12.0	13.5
HAGERIAN	9.9	7.9	7.6	5.4	5.4	.2	.1	.1	.1	.1
HUMPHREY	33.4	24.7	25.0	59.0	23.4	5.7	4.9	4.3	8.5	4.0
JOLLY	3.5	2.9	2.8	2.5	--	--	--	--	--	--
MACHAR	16.6	14.6	13.5	9.1	6.9	.1	.1	.1	.1	.1
MC DOUGALL	40.4	38.3	32.9	23.2	32.1	13.6	10.1	7.4	5.2	4.3
MC KELLAR	16.2	20.0	15.1	13.8	11.0	0.2	0.2	.1	.1	.1
MC MURRICH	10.5	10.0	11.0	7.4	7.6	6.0	1.8	.9	1.4	1.4
NIPISSING	23.7	15.0	14.6	11.4	10.3	.9	.4	.4	.2	.1
NORTH HIMSORTH	34.1	22.2	24.9	17.6	15.9	10.2	7.4	6.6	5.1	5.6
PERRY	21.5	22.4	18.2	13.5	12.7	7.2	5.9	15.3	5.1	6.0
RYERSON	10.2	8.5	8.5	8.1	7.5	3.3	.1	.2	--	--
SOUTH HIMSORTH	10.7	10.3	10.0	8.7	8.3	.9	.3	.2	.2	--
STRONG	15.6	12.3	11.5	10.6	10.0	1.0	1.0	1.0	1.1	1.0
TOTAL	799	498	520	477	397	169	123	123	95	91

NOTE: Dashes represent zero or negligible (less than \$50) expenditure.

SOURCE: "Financial Reports", 1974, 1972, 1970

MUNICIPALITY	TOTAL EXPENDITURE		POLICE AND PROTECTIVE INSPECTION					ROADS AND TRAFFIC				
	1974	1973	1972	1971	1970	1974	1973	1972	1971	1970	1974	1973
KEARNEY	145.3	128.2	124.4	105.1	99.6	7.2	7.8	6.2	6.0	6.1	145.9	126.3
PARRY SOUND	--	--	--	--	--	185.6	159.3	171.5	145.9	126.3	20.4	12.0
POWASSAN	--	--	--	--	--	31.4	30.5	27.1	27.1	27.1	5.8	3.5
TROUT CREEK	--	--	--	--	--	10.7	6.9	5.8	5.8	5.8	3.7	3.7
BURKS FALLS	0.2	0.1	--	--	--	30.6	32.3	10.1	13.0	17.9	5.5	8.6
MAGNETAWAN	--	--	--	--	--	13.0	8.6	4.4	4.4	4.1	6.6	6.7
ROSSEAU	.1	.1	--	.1	.1	6.0	6.0	4.4	4.4	4.1	4.1	4.1
SOUTH RIVER	.6	.6	--	.6	.6	37.6	40.7	20.3	16.2	23.2	20.7	20.7
SUNDRIIDGE	--	--	--	--	--	21.9	26.2	18.8	27.7	14.5	18.8	18.8
ARIOUR	--	0.6	--	--	--	103.3	122.6	69.2	77.1	57.0	57.0	57.0
CARLING	0.8	--	--	--	--	87.1	80.1	60.4	58.0	57.5	52.2	52.2
CHAPMAN	--	--	--	--	--	61.8	53.0	55.7	52.2	32.9	32.9	32.9
CHRISTIE	--	--	--	--	--	82.2	47.8	41.7	33.2	35.1	35.1	35.1
FOLEY	9.8	2.0	1.5	0.8	.8	119.9	95.8	71.2	64.0	54.8	54.8	54.8
HAGERMAN	0.4	0.6	.4	.5	--	31.2	26.3	20.6	17.8	16.0	133.3	56.4
HUMPIREY	2.1	1.5	1.5	1.9	1.4	121.2	98.3	99.5	99.5	99.5	14.5	11.9
JOLY	--	--	--	--	--	15.8	17.7	16.1	16.1	14.5	68.6	60.2
MACHAR	.1	--	--	--	--	96.1	65.1	64.9	64.9	64.9	135.9	105.6
MC DOUGALL	5.4	4.1	3.4	2.4	--	145.3	129.3	129.3	129.3	129.3	115.5	105.6
MC KELLAR	1.6	1.2	1.5	1.2	--	130.1	112.4	110.5	53.6	202.4	41.3	30.0
MC HURRICH	--	--	--	--	--	73.1	60.9	41.3	41.3	33.2	33.2	33.2
NIPISSING	1.1	2.0	3.5	--	--	122.1	138.1	81.2	94.5	80.4	80.4	80.4
NORTH HINSWORTH	4.6	5.0	1.2	3.2	2.3	85.2	68.1	57.4	57.4	47.6	63.9	63.9
PERRY	1.3	1.5	.5	.4	--	86.4	84.4	77.7	74.7	73.0	55.6	42.6
RYERSON	--	--	--	--	--	56.8	54.8	54.8	54.8	47.4	47.4	47.4
SOUTH HINSWORTH	.3	--	.1	--	.2	63.0	56.8	48.2	48.2	45.5	60.0	60.0
STRONG	--	--	--	.1	--	125.0	89.7	102.6	102.6	76.8	69.5	69.5
TOTAL	174	148	130	115	105	1,957	1,718	1,483	1,354	1,341		

TOTAL EXPENDITURE MUNICIPALITY	DRAINAGE						TOTAL TRANSPORTATION			
	1974	1973	1972	1971	1970	1974	1973	1972	1971	1970
KEARNEY	--	26.7	42.1	4.4	--	7.2	34.4	48.3	10.4	6.8
PARRY SOUND	67.9	88.0	65.2	35.6	44.1	275.1	247.0	216.2	178.0	12.2
POWASSAN	--	--	--	--	--	32.5	35.9	29.5	20.4	4.3
TROUT CREEK	--	--	--	--	--	11.1	6.9	5.7	5.4	4.3
BURKS FALLS	--	--	--	--	--	38.9	37.1	10.2	13.0	17.9
MAGNETAWAN	--	--	.3	--	--	13.0	11.7	5.3	9.4	4.1
ROSSEAU	--	--	--	--	--	6.0	4.4	6.6	6.7	4.1
SOUTH RIVER	--	--	--	--	--	40.1	40.4	27.0	16.7	23.2
SUNDRIKE	7.3	6.7	7.4	7.3	--	29.2	32.3	26.2	35.1	14.5
ARIOUR	4.0	--	11.7	3.1	--	103.3	126.7	80.8	30.2	57.6
CARLING	2.0	4.7	2.1	--	--	89.1	84.7	62.5	91.5	59.5
CHAPMAN	--	--	--	--	--	65.8	57.0	86.4	52.2	32.9
CERISTIE	--	--	--	--	5.7	82.2	62.2	41.7	33.2	35.1
FOLEY	--	--	--	--	--	120.9	100.2	73.1	64.7	61.1
HAGERMAN	--	--	--	--	--	31.2	29.6	25.7	18.9	16.0
HUMPHREY	--	--	--	--	--	121.1	98.3	99.5	133.3	60.0
JOLLY	--	--	--	--	--	15.8	17.7	16.1	14.5	11.9
MACHEAR	--	--	--	--	--	96.1	66.8	81.2	70.6	60.2
MC DOUGALL	--	--	--	--	--	147.3	129.3	179.4	115.5	105.6
MC KELLAR	--	--	--	--	--	130.1	115.3	118.3	54.6	202.4
MC MURRICH	--	--	--	--	--	73.1	81.1	41.3	30.1	33.2
NIPPING	--	--	--	--	--	122.1	138.1	81.2	94.5	80.4
NORTH HIMSORTH	--	--	--	--	--	85.2	68.1	63.3	47.6	63.9
PERRY	--	--	--	--	--	36.4	84.4	77.7	74.7	73.0
RYERSON	--	--	--	--	--	56.8	71.1	63.0	43.6	47.5
SOUTH HIMSORTH	--	--	--	--	--	63.0	59.1	50.1	45.5	60.0
STRONG	--	--	--	--	--	126.5	90.0	104.2	83.3	69.7
TOTAL	81	126	129	50	49.8	2,100	1,931	1,752	1,482	1,395.1

MUNICIPALITY	WATER & SEWER						GARBAGE COLLECTION/DISPOSAL			
	1974	1973	1972	1971	1970	1974	1973	1972	1971	1970
KEARNEY	--	--	--	--	--	2.0	2.2	1.6	2.3	3.2
PARRY SOUND	211.7	116.0	126.0	102.0	67.7	74.2	51.8	34.8	43.9	28.3
POWAASSAN	36.5	34.0	31.2	26.4	26.6	3.3	3.3	2.9	2.0	1.2
TROUT CREEK	--	--	--	--	--	3.6	3.3	3.1	2.4	1.5
BURKS FALLS	8.7	--	4.4	4.4	--	6.0	6.3	6.3	5.5	3.5
MAGNETAWAN	--	--	--	--	--	1.0	.9	.6	.8	.6
ROSSEAU	4.4	--	--	--	--	1.3	1.2	1.0	.8	.7
SOUTH RIVER	--	--	--	1.1	5.8	3.1	2.7	1.0	.9	.7
SUNDRIIDGE	.2	--	--	--	--	4.8	4.4	3.4	1.6	1.2
ARIOUR	--	--	--	--	--	.7	.1	.3	--	.4
CARLING	--	--	--	--	--	5.2	.5	.7	.5	.5
CHAPMAN	--	--	--	--	--	.9	.3	.1	.1	--
CHRISTIE	--	--	--	--	--	--	--	--	--	--
FOLEY	--	--	--	--	--	4.8	3.4	1.7	.6	1.0
HAGERIAN	--	--	--	--	--	.2	.1	.2	.1	.1
HUMPHREY	16.4	8.9	--	--	--	--	--	.1	--	--
JOLY	--	--	--	--	--	.2	.1	--	--	--
MACHAR	--	--	--	--	--	1.2	--	--	--	--
MC DOUGALL	.4	10.7	11.1	11.1	11.6	11.4	3.4	5.7	2.4	2.3
MC KELLAR	--	--	--	--	--	2.8	2.7	3.3	2.4	.4
MC MURRICH	--	--	--	--	--	.7	.8	.3	.2	.2
NIPISSING	--	--	--	--	--	3.7	.3	.3	1.9	1.2
NORTH HIMSORTH	--	--	--	--	--	2.3	3.2	2.4	1.7	2.0
PERRY	--	--	--	--	--	.2	2.7	4.8	7.4	.4
RYERSON	--	--	--	--	--	.8	.2	.2	.2	.5
SOUTH HIMSORTH	--	--	--	--	--	.8	.7	.9	.5	.2
STRONG	--	--	--	--	--	1.6	3.6	3.6	1.6	.4
TOTAL	18	170	173	145	111	137	103	77	78	50

MUNICIPALITY	DAY CARE						PARKS & RECREATION			
	1974	1973	1972	1971	1970	1974	1973	1972	1971	1970
TOTAL EXPENDITURE										
KEARNEY	--	--	--	--	--	4.2	2.5	2.9	1.9	1.6
PARRY SOUND	55.8	30.5	5.1	--	74.6	174.0	107.0	58.8	57.5	57.5
POWASSAN	--	--	--	--	15.4	14.7	7.1	3.0	5.1	5.1
TROUT CREEK	--	--	--	--	.9	1.4	1.4	.7	16.2	16.2
BURKS FALLS						5.3	9.2	13.2	6.7	2.5
MAGNETAWAN						.3	1.2	.6	.6	.2
ROSSEAU						10.8	20.4	6.7	5.7	1.3
SOUTH RIVER						17.2	14.3	7.8	8.7	2.8
SUNDRIdge						19.3	17.7	12.9	12.4	6.1
ARMOUR						2.5	5.9	1.9	3.1	2.2
CARLING						1.4	2.0	1.3	4.6	--
CHIAPMAN						--	--	.1	--	--
CHRISTIE						1.9	1.4	2.3	2.3	.4
FOLEY						5.5	1.9	.5	.1	4.3
HAGERMAN						--	--	--	--	--
HUMPHREY						69.5	42.3	35.0	.2	.1
JOLY						--	--	--	--	--
MACHAR						2.1	--	--	--	--
MC DOUGALL						7.2	7.6	7.2	5.4	3.3
MC KELLAR						--	--	--	--	--
MC MURRICH						11.3	1.5	2.0	.3	.9
NIPISSING						4.9	6.9	2.1	3.0	1.5
NORTH HIMSORTH						7.7	6.4	5.4	5.5	8.6
PERRY						28.9	24.7	50.5	1.2	.9
RYERSON						.7	1.4	.6	.9	.6
SOUTH HIMSORTH						5.5	3.0	.4	.3	1.1
STRONG						.4	.7	.6	.2	.2
TOTAL						298	363	270	126	117

MUNICIPALITY	LIBRARIES & CULTURAL						PLANNING & DEVELOPMENT			
	1974	1973	1972	1971	1970	1974	1973	1972	1971	1970
TOTAL EXPENDITURE										
KEARNEY	.1	--	--	.1	--	--	--	--	--	--
PARRY SOUND	23.1	20.7	19.9	18.4	26.4	19.6	18.8	15.2	32.1	32.1
POWASSAN	1.1	1.1	1.5	1.1	1.1	--	--	3.5	3.5	--
TROUT CREEK	--	--	2.0	68.0	--	--	--	--	--	--
BURKS FALLS	.9	.9	.9	.9	--	--	1.0	--	--	--
MAGNETAWAN	1.4	1.8	4.7	--	--	1.1	3.8	--	--	--
ROSEAU	.1	.1	.1	.1	--	.1	-.9	--	--	--
SOUTH RIVER	1.6	1.6	1.6	1.0	1.0	--	--	5	1.4	.4
SUNDRIIDGE	.2	.1	.6	.6	.6	.7	.1	--	--	3.0
ARIJOUR	--	--	--	.2	--	--	--	.5	--	--
CARLING	--	--	--	--	6.6	3.3	3.2	--	--	5.7
CHAPMAN	--	--	--	--	--	.1	--	.1	--	--
CERISTIE	--	--	--	--	--	2.3	1.0	--	--	1.0
FOLEY	.7	.3	.4	1.6	1.6	1.9	6.5	4.5	1.2	1.5
HAGERIAN	--	--	--	--	--	--	2.1	2.0	.2	--
HUMPHREY	.5	.3	.5	.3	--	--	14.7	18.5	7.1	.7
JOLY	--	--	--	--	--	--	--	--	--	--
MACHAR	.2	--	--	--	--	--	--	--	--	--
MC DOUGALL	--	--	--	--	7.6	9.8	18.4	6.1	14.5	
MC KELLAR	--	--	--	--	--	--	.7	5.0	--	--
MC MURRICH	--	--	--	--	--	--	--	--	--	--
NIPISSING	.1	.1	.1	.1	.1	1.2	13.2	5.5	3.9	.3
NORTH ELMSWORTH	--	.3	.9	.6	--	--	--	3.9	2.2	2.9
PERRY	.7	--	--	--	--	--	--	.2	.4	.3
RYERSON	--	--	--	--	--	--	--	--	--	--
SOUTH ELMSWORTH	.1	.1	.1	.1	--	--	--	--	--	--
STRONG	--	--	--	--	--	--	--	--	1.5	--
TOTAL	29	27	33	93	26	58	75	76	39	62

MUNICIPALITY	TOTAL EXPENDITURE						TOTAL MUNICIPAL					
	1974	1973	1972	1971	1970	1974	1973	1972	1971	1970	1974	1973
KENARIE	12.4	1.7	.9	.6	.8	36,712	54,250	66,078	27,456	27,631		
PARRY SOUND	63.2	11.9	12.4	11.8	14.4	1,219,377	1,082,164	993,941	854,621	746,671		
POWASSAN	5.8	2.1	2.0	3.1	16.0	122,283	116,153	100,391	81,444	84,047		
FOOT CHALK	.4	.6	2.7	2.6	2.6	31,003	23,592	25,116	88,481	33,329		
BURKS FALLS	23.3	3.2	2.6	4.8	4.6	129,648	79,656	56,687	53,051	44,189		
MAG-ETAWAN	.5	.5	.7	1.3	.3	29,409	30,581	26,344	22,622	13,106		
ROSSEAU	2.7	2.5	2.4	2.2	6.8	28,902	39,398	26,815	25,024	19,935		
SOUTHE RIVER	4.9	1.4	.1	1.7	5.5	106,915	88,414	65,619	56,955	63,702		
SUNDRI DGE	2.0	3.3	1.8	3.6	.5	77,621	74,297	57,476	68,415	37,611		
APOLLOUR	15.0	4.0	.7	.6	.3	148,811	152,954	100,147	98,630	73,390		
CARLING	7.2	10.0	2.5	4.7	1.1	132,395	128,118	92,473	119,823	85,122		
CHAPMAN	.5	.5	.3	-	.1	78,763	72,816	97,865	62,748	41,436		
CHRISTIE	4.6	0.9	.9	.6	.1	116,564	82,021	64,000	54,393	50,196		
FOLLY	4.5	4.1	2.7	2.4	3.7	204,725	167,234	148,626	118,015	118,444		
HAGERMAN	4.2	.8	.5	.5	1.2	51,267	44,814	39,650	31,249	26,411		
HUMPHREY	3.5	2.2	3.4	3.1	2.8	254,616	208,050	197,999	223,000	101,895		
JOLLY	2.7	2.4	.5	-	1.5	22,217	22,975	19,424	17,122	16,106		
MACHAR	2.7	20.9	4.3	3.9	3.2	119,101	104,079	99,350	83,897	70,855		
MC DOUGALL	21.9	7.0	9.2	16.9	31.9	299,511	224,472	277,408	194,451	211,736		
MC NEILAN	9.2	1.8	1.9	1.0	3.8	162,673	145,789	146,731	74,438	219,337		
MC MURRICH	.9	.6	2.2	2.4	2.9	104,120	96,897	58,508	42,760	47,015		
NIPPING	2.7	2.0	8.5	7.7	9.0	165,792	167,217	111,397	119,139	103,154		
NORTH ELMWORTH	11.5	4.4	2.4	1.0	.6	184,525	163,857	126,202	96,764	108,106		
PERRY	2.0	3.9	2.4	4.7	1.5	149,183	146,420	171,094	108,206	97,062		
RYERSON	.1	.7	.3	.5	.5	73,191	90,176	73,651	53,808	58,519		
SOUTH ELMWORTH	.5	1.3	.2	.1	.7	83,492	75,984	63,195	56,614	71,357		
STRONG	3.3	5.5	1.7	6.4	9.9	161,431	115,411	120,050	105,007	91,730		
TOTAL	212	100	71	88	126	4,331	3,797	3,426	2,936	2,662		

MUNICIPALITY	HEALTH UNIT (excl. Hosp. Contributions)							WELFARE ADMINISTRATION (incl. C.A.S.)				
	1974	1973	1972	1971	1970	1974	1973	1972	1971	1970	1974	1973
KEARNEY	.3	.3	.2	.3	.2	.8	.5	.5	.5	.5	.5	.5
PARRY SOUND	7.4	7.0	7.1	4.6	7.6	23.9	21.2	20.8	20.7	19.1	19.1	19.1
POWASSAN	1.3	1.2	1.1	1.1	1.0	3.7	3.1	3.1	2.7	1.8	1.8	1.8
TROUT CREEK	.7	.6	.3	.7	.5	1.1	1.0	1.1	.8	.9	.9	.9
BURKS FALLS	1.0	.9	1.0	.6	1.0	3.0	2.6	2.5	2.4	2.1	2.1	2.1
MAGNETAWAN	.5	.2	.2	.1	.2	.1	.3	.6	.4	.5	.5	.5
ROSSEAU	.3	.3	.3	.2	.4	1.0	.9	.9	.9	1.0	1.0	1.0
SOUTH RIVER	1.3	1.2	1.0	1.0	.9	2.6	2.3	2.3	2.3	1.5	1.5	1.5
SUNDRIIDGE	.9	1.0	1.0	.6	1.0	3.2	3.0	3.0	2.9	2.6	2.6	2.6
ARIJOUR	1.4	1.3	1.3	.7	1.7	5.1	4.9	4.7	4.5	5.7	5.7	5.7
CARLING	1.7	1.8	1.9	1.1	1.5	8.2	8.9	8.7	7.5	5.7	5.7	5.7
CHAPMAN	.7	.7	.7	.5	.6	2.8	3.0	3.0	2.9	2.0	2.0	2.0
CERISTIE	.8	1.2	1.1	1.1	1.0	3.5	3.5	3.2	2.3	3.3	3.3	3.3
FOLEY	2.2	2.3	2.4	1.5	2.3	9.4	9.8	9.4	9.3	7.4	7.4	7.4
HAGERMAN	.9	.7	.7	.4	.7	3.2	2.9	2.9	2.8	2.4	2.4	2.4
HUMPIREY	2.1	2.2	2.4	1.7	2.5	8.7	11.1	10.8	12.6	10.2	10.2	10.2
JOLY	.1	.1	.1	.1	.1	.5	.4	.4	.4	.4	.4	.4
MACHAR	.5	.5	.4	.4	.3	3.3	3.0	3.0	2.9	2.6	2.6	2.6
MC DOUGALL	4.0	3.1	3.2	2.1	3.5	7.1	10.8	10.1	12.2	10.4	10.4	10.4
MC KELLAR	1.0	.9	.9	.6	.8	4.1	3.8	3.6	3.6	2.5	2.5	2.5
MC MURRICH	.5	.5	.4	.4	.5	1.8	1.3	1.8	1.8	1.5	1.5	1.5
NIPISSING	1.1	1.0	.9	.6	.5	5.9	7.0	5.3	5.9	3.4	3.4	3.4
NORTH HIMSORTH	2.9	2.4	2.2	2.0	1.8	6.2	5.5	5.2	5.2	3.6	3.6	3.6
PERRY	1.8	1.5	1.4	.9	1.7	6.8	5.1	4.9	4.9	5.2	5.2	5.2
RYERSON	.6	.6	.6	.4	.5	2.1	2.0	2.0	1.9	1.6	1.6	1.6
SOUTH HIMSORTH	1.5	1.3	1.2	1.1	1.0	3.2	2.9	2.8	2.8	2.5	2.5	2.5
STRONG	1.5	1.5	1.5	1.0	1.4	5.5	5.5	5.4	5.3	5.0	5.0	5.0
TOTAL	39	36	36	26	35	135	129	121	122	104		

MUNICIPALITY	HOME FOR THE AGED						TOTAL - MUNICIPAL & SOCIAL & HEALTH BOARDS			
	1974	1973	1972	1971	1970	1974	1973	1972	1971	1970
ABERNETHY	.7	.5	.6	1.3	1.3	38,572	55,507	67,488	29,438	29,712
BAILEY SOUND	34.3	32.2	31.7	28.8	29.2	1,284,902	1,142,619	1,053,361	908,652	802,527
BONASSAN	3.1	2.8	3.7	2.2	1.4	130,502	123,332	108,325	87,500	88,255
BURGESS CREEK	.9	.9	1.1	.7	2.1	33,828	26,224	27,663	90,677	36,852
BURKS FALLS	2.5	2.3	3.1	2.1	1.7	136,053	85,483	63,294	53,198	49,005
MAGNETAWAN	.4	.4	.5	.4	.4	30,467	31,547	27,665	23,546	14,229
ROSEAU	1.0	1.0	1.0	1.1	2.0	31,236	41,627	29,044	32,957	23,391
SOUTH DIXIE	4.6	4.6	4.9	4.4	3.1	115,397	96,575	73,870	64,698	69,095
SOUTHLAKE	5.1	4.7	5.6	4.6	3.4	86,901	83,031	67,040	76,563	44,618
APOLLO	4.3	4.5	5.7	3.7	4.6	159,583	163,639	111,891	107,604	85,410
CARLING	9.2	10.0	10.3	8.7	6.9	151,527	148,848	113,386	137,204	99,168
CARLTON	2.4	2.8	3.6	2.4	1.6	84,636	79,258	105,178	68,558	45,678
CHATHAM	2.5	2.6	2.5	2.7	2.4	123,317	89,258	70,756	60,469	56,907
COLBY	10.0	10.7	10.9	9.9	9.2	226,380	190,041	171,338	138,782	137,370
ELGIN	2.2	2.2	2.2	1.7	1.7	57,603	50,613	45,301	35,959	31,248
HEDDLE	11.2	12.4	11.7	11.3	10.9	276,650	233,758	222,791	249,136	125,584
HUMPHREY	.4	.4	.5	.3	1.0	23,227	23,922	20,475	17,946	17,684
JOLLY	2.7	2.8	3.6	2.4	2.2	125,644	110,579	106,594	89,595	76,006
KINSHAW	13.3	21.4	13.2	13.2	12.9	323,935	259,703	303,867	221,906	238,553
MC DOUGALL										
MC MILLAR	3.0	2.9	2.8	2.4	1.8	170,758	153,458	154,116	81,077	224,489
MC RAILL	2.3	2.4	2.4	2.2	2.1	108,896	101,595	63,241	47,153	51,120
MC RAILL	5.5	6.4	6.5	4.4	2.7	178,193	181,845	124,162	130,549	109,756
MC TESSING	5.3	5.1	6.4	5.5	4.4	198,932	176,855	139,940	109,507	117,914
NORTH KINSWORTHY										
MURRAY	5.8	4.7	6.0	4.0	4.2	163,604	157,632	185,583	120,625	108,094
MYERSON	1.8	1.8	2.4	1.6	1.3	77,670	94,571	78,580	57,685	61,962
SCOTT KINSWORTHY	2.7	2.7	3.4	2.4	2.0	90,927	82,907	70,672	63,099	76,857
STRONG	7.6	7.9	9.3	7.2	6.2	175,941	130,186	136,082	118,128	103,187
TOTAL	145	138	157	133	122	4,642	4,139	3,744	3,221	2,924

MUNICIPALITY	EDUCATION LEVIES						GRAND TOTAL			
	1974	1973	1972	1971	1970	1974	1973	1972	1971	1970
KEARNEY	16.3	11.9	18.9	16.1	14.6	54,890	67,384	86,376	45,564	44,295
PARRY SOUND	572.7	547.5	410.3	497.8	620.7	1,857,566	1,690,089	1,463,636	1,406,438	1,423,207
POWASSAN	56.7	51.3	59.5	53.6	38.3	187,224	174,650	167,878	141,103	126,599
TROUT CREEK	19.1	14.2	16.3	16.3	11.5	52,954	40,428	43,997	106,947	48,318
BURKS FALLS	44.6	27.4	32.6	24.1	22.3	180,627	112,920	95,901	82,339	71,258
MAGNETAWAN	33.6	26.9	30.7	21.7	17.6	64,058	58,475	58,412	45,236	31,823
ROSSEAU	13.8	13.5	8.6	7.9	7.7	45,093	55,151	37,691	35,186	31,096
SOUTH RIVER	43.3	34.1	44.5	38.5	22.8	156,981	130,638	118,349	103,196	91,885
SUNDRIIDGE	50.0	43.4	47.9	39.4	25.1	136,933	126,482	114,918	115,987	69,747
ARIOUR	98.8	70.9	61.2	41.5	35.3	258,393	234,456	173,098	149,101	120,663
CARLING	94.4	88.1	59.3	49.7	45.0	245,891	236,915	172,714	186,894	144,191
CHAPMAN	42.3	31.7	30.6	21.0	14.4	126,985	110,995	135,802	89,504	60,103
CHRISTIE	51.8	41.7	29.2	21.1	23.0	175,103	131,006	99,999	81,533	19,875
FOLEY	140.4	134.3	92.0	77.9	76.4	366,772	324,343	263,301	216,686	213,815
HAGERMAN	46.8	42.1	30.0	23.8	21.6	104,450	92,729	75,319	59,754	52,879
HUMPHIREY	169.0	153.1	102.2	82.4	80.4	445,661	386,864	324,953	331,537	206,022
JOLLY	6.1	5.0	5.3	3.7	3.6	29,326	28,971	25,759	21,605	21,238
MACHAR	53.7	36.3	36.2	30.4	21.1	179,370	146,845	142,785	119,971	97,062
MC DOUGALL	161.7	157.9	103.0	89.2	103.1	485,593	417,620	406,855	311,152	341,651
MC KELLAR	63.4	53.5	37.6	30.6	28.2	234,175	206,984	191,734	111,682	252,689
MC MURRICH	29.8	23.1	21.7	13.2	13.0	138,721	124,710	84,953	60,383	64,129
NIPPINGING	58.5	73.4	65.9	51.5	35.3	236,724	255,281	190,088	182,070	145,071
NORTH HIMSORTH	111.7	78.0	88.0	72.8	56.8	310,614	254,849	227,926	182,319	174,754
PERRY	51.3	61.9	55.5	34.0	43.6	214,952	219,549	241,095	154,639	151,693
RYERSON	25.4	19.9	21.3	15.0	13.6	103,116	107,735	99,911	72,664	75,538
SOUTH HIMSORTH	63.0	43.7	54.1	50.7	40.5	153,937	126,561	124,782	113,780	117,334
STRONG	102.1	81.7	68.5	52.4	42.1	278,112	211,864	204,591	170,548	145,326
TOTAL	2,213	1,964	1,630	1,476	1,477	6,855	6,103	5,374	4,697	4,402

Table III-10 is an attempt to set aside these factors, and to arrive at "pure" operating expenditure for a certain program in a certain year. In other words, it attempts to consider the question:

How much of the increased expenditure on certain municipal programs may be attributed to either or both of the increased cost of salaries and supplies needed to maintain the same level of service, and to decisions to improve the level of service?

The six broad program areas chosen are those with which most municipalities have been involved on an ongoing year-to-year basis. The final category "Total Program Operating Expenditure" includes a few ongoing municipal programs not previously listed, but completely excludes the "Financial" category listed in the previous table, since these operations cannot be said truly to represent an ongoing program of expenditure. This "total" category continues, of course, to weed out capital expenditures as carefully as is possible.

Table III-10, as a result, paints an extremely interesting picture, and must resolve any lingering question as to whether operating expenditures have been rising. Also fascinating are the percentages in each year of the total program operating expenditure for which each program area accounts.

In looking at individual municipalities, the reader must be cautioned that it has not been totally possible to eliminate the effect of unusual expenditures in any year. While these are in all probability capital expenditures, no transfer to capital account has been made, the bills having been paid out of the general revenue account.

Naturally, there is no dividing line between the two types of expenditure, as is particularly evident in the roads program. It is not to be expected that a recorded differentiation will be made between the simple resurfacing of a road, and the more expensive operation of, say, deepening the ditches as part and parcel of the resurfacing. The same difficulty would apply to a situation where the council appropriated a few thousand dollars for, say, plumbing renovations in the arena, not a greatly different operation from normal maintenance and repair.

TABLE III-10 OPERATING EXPENDITURES ON CURRENT PROGRAMS 1970 and 1974

MUNICIPALITY	GENERAL GOVERNMENT						FIRE					
	1974		% OF Total		% OF Total		1974		% OF Total		1970	
											Total	% Change 1970-74
KEARNEY	7,100	29	7,009	39	+ 1		2,270	9	473	3	+ 380	
PARRY SOUND	132,666	16	118,966	23	+ 12		50,781	6	28,285	6	+ 80	
POWASSAN	17,383	24	11,200	29	+ 55		4,372	6	2,844	7	+ 54	
TROUT CREEK	8,850	29	5,042	32	+ 76		3,400	11	2,325	15	+ 46	
BURKS FALLS	15,860	18	8,201	18	+ 93		4,543	5	3,644	8	+ 25	
MAGNETAWAN	8,416	31	5,190	45	+ 62		895	3	--	--	--	
ROSSEAU	5,539	22	2,817	22	+ 97		--	--	731	6	--	
SOUTH RIVER	20,578	26	11,493	27	+ 79		5,646	7	4,422	10	+ 28	
SUNDRIKE	13,612	22	9,604	28	+ 42		357	1	275	1	+ 30	
ARMOUR	14,308	12	10,628	14	+ 35		667	1	640	1	+ 4	
CARLING	19,637	17	11,295	15	+ 74		4	negl.	120	negl.	--	
CHAPMAN	9,246	12	6,708	16	+ 38		140	negl.	40	negl.	+ 250	
CHRISTIE	20,488	23	10,026	23	+ 103		77	negl.	--	--	--	
FOLEY	31,436	17	17,515	18	+ 79		7,621	4	897	1	+ 750	
HAGERMAN	9,911	21	5,396	21	+ 84		208	negl.	65	negl.	+ 220	
HUMPHIREY	32,970	19	20,982	23	+ 57		3,662	2	2,204	2	+ 66	
JOLY	3,490	18	2,698	18	+ 29		--	--	--	--	--	
MACHAR	16,557	16	6,879	16	+ 140		64	negl.	125	negl.	- 49	
MC DOUGALL	39,740	17	32,106	20	+ 24		13,582	6	4,334	3	+ 213	
MC KELLAR*	16,245	12	10,277	-(17)	+ 58		252	negl.	104	negl.	+ 142	
MC MURRICH	10,468	12	7,589	17	+ 38		2,537	3	1,405	3	+ 80	
NIPISSING	23,723	20	10,316	15	+ 130		881	1	145	negl.	+ 508	
NORTH HIMSORTH	33,225	21	15,888	19	+ 109		10,214	7	5,589	7	+ 83	
PERRY	21,193	19	12,460	16	+ 70		5,218	5	3,533	5	+ 48	
RYERSON	10,213	15	7,483	13	+ 36		267	negl.	10	negl.	--	
SOUTH HIMSORTH	10,741	13	8,263	17	+ 30		924	1	179	negl.	+ 413	
STRONG	15,581	13	9,227	12	+ 69		1,000	1	1,000	1	--	
TOTAL	569,177	17.3	385,328	18.6	+ 47.7		119,582	3.6	63,389	3.1	+ 88.6	

NOTE: Dashes represent zero expenditures.

SOURCE: Financial Reports, 1974, 1970

*In 1970, McKellar's reported expenditures included the construction of a provincially-financed "development road". This being a very unusual expenditure, percentage have been calculated both including that expenditure (the top figure) and excluding the development road expenditure (the bottom figure).

MUNICIPALITY	RECREATION & COMMUNITY SERVICES					
	GARBAGE			GARBAGE		
	1974	% OF Total	1970	% OF Total	1974	% OF Total
KEARNEY	2,038	8	1,228	7	+ 66	4,297
PARRY SOUND	74,224	9	28,255	6	+ 163	90,599
POWAASSAN	3,335	5	1,157	3	+ 190	11,758
TROUT CREEK	3,581	12	1,547	10	+ 131	939
BURKS FALLS	5,980	7	3,539	8	+ 69	6,943
MAGNETAWAN	974	4	603	5	+ 62	1,550
ROSSEAU	1,339	5	714	6	+ 88	11,334
SOUTH RIVER	3,120	4	679	2	+ 360	9,378
SUNDRIIDGE	4,808	8	1,182	3	+ 307	17,572
ARIOUR	655	1	357	negl.	+ 83	2,822
CARLING	5,164	4	523	1	+ 888	2,484
CHAPMAN	926	1	25	negl.	--	2,077
CERISTIE	--	--	--	--	--	2,330
FOLEY	4,813	3	998	1	+ 382	7,270
HAGERMAN	232	negl.	137	1	+ 69	1,934
HUMPIREY	--	--	--	--	--	3,062
JOLY	207	1	--	--	--	--
MACHAR	1,200	1	--	--	--	2,300
MC DOUGALL	11,426	5	2,236	1	+ 411	7,246
MC KELLAR	2,752	2	359	- ⁽¹⁾ _(negl.)	+ 665	710
MC MURRICH	675	1	156	negl.	+ 333	2,604
NIPISSING	3,675	3	1,121	2	+ 228	9,734
NORTH HIMSWORTH	2,255	1	1,944	2	+ 16	7,737
PERRY	139	negl.	436	1	- 68	3,947
RYERSON	768	1	498	1	+ 54	1,173
SOUTH HIMSWORTH	844	1	232	negl.	+ 263	5,856
STRONG	1,567	1	411	1	+ 280	891
TOTAL	136,697	4.2	48,337	2.3	+ 182.8	218,552
						6.6 139,254
						6.7 + 56.6

MUNICIPALITY	POLICE & INSPECTIONS			ROADS PROGRAM		
	1974		% OF Total	1970		% OF Total
KEARNEY	--	--	--	--	7,181	29
PARRY SOUND	141,968	17	96,837	19	160,351	19
POWASSAN	--	--	--	--	32,479	45
TROUT CREEK	--	--	--	--	10,707	36
BURKS FALLS	233	negl.	--	--	38,941	45
MAGNETAWAN	--	--	--	--	13,038	48
ROSSEAU	140	1	62	negl.	4,895	19
SOUTH RIVER	600	1	555	1	33,950	43
SUNDRIIDGE	--	--	--	--	21,890	35
ARLOUR	--	--	--	--	102,684	84
CARLING	842	1	--	--	87,146	74
CHAPMAN	--	--	--	--	61,853	83
CHRISTIE	--	--	--	--	59,073	67
FOLEY	9,804	5	752	1	117,273	63
HAGERMAN	432	1	--	--	31,190	66
HUMPHREY	2,120	1	1,400	2	114,718	66
JOLY	--	--	--	--	15,723	81
MACHAR	--	135	negl.	15	82,697	80
MC DOUGALL	5,359	2	--	--	131,595	57
MC KELLAR	1,626	1	--	--	117,424	83
MC MURRICH	--	--	--	--	73,050	31
NIPISSING	1,114	1	--	--	78,575	66
NORTH HIMSORTH	4,645	3	2,320	3	78,861	51
PERRY	1,273	1	--	--	81,054	71
RYERSON	--	--	--	--	55,236	81
SOUTH HIMSORTH	--	30	negl.	34	62,957	77
STRONG					85,648	73
TOTAL	170,321	5.2	101,975	4.9	+ 67.0	1,760,190
					53.5	1,172,722
						56.7
						+ 50.1

TOTAL PROGRAM OPERATING EXPENDITURE

MUNICIPALITY	<u>1974</u>	<u>1970</u>	TOTAL
KEARNEY	24,349	17,940	+ 35.7
PARRY SOUND	830,677	508,054	+ 63.5
POWASSAN	72,310	38,029	+ 90.1
TROUT CREEK	30,083	15,626	+ 92.5
BURKS FALLS	86,318	44,345	+ 94.7
MAGNETAWAN	27,372	11,565	+ 136.7
ROSSEAU	25,121	12,832	+ 95.8
SOUTH RIVER	79,741	42,604	+ 81.2
SUNDRIdge	62,938	34,680	+ 81.5
ARIOUR	122,450	74,860	+ 63.6
CARLING	117,481	75,884	+ 54.8
CHAPMAN	74,227	41,341	+ 79.5
CHRISTIE	83,557	44,271	+ 100.0
FOLEY	185,944	95,728	+ 94.2
EAGERMAN	47,014	25,246	+ 86.2
HUMPHREY	174,226	89,796	+ 94.0
JOLY	19,450	14,588	+ 33.3
MACHAR	103,373	42,900	+ 141.0
MC DOUGALL	230,533	164,016	+ 40.6
MC KELLAR	141,694	(58,872	+ 140.7)
MC MURRICH	90,432	-- (214,783	- 34.0)
NIPISSING	119,629	44,061	+ 105.2
NORTH HIMSORTH	155,515	66,999	+ 78.6
PERRY	113,800	84,144	+ 84.8
RYERSON	68,394	78,494	+ 45.0
SOUTH HIMSORTH	82,229	57,901	+ 18.1
STRONG	117,218	49,349	+ 66.6
TOTAL	3,291,075	2,069,871	+ 59.0

(c) MUNICIPAL MANAGEMENT

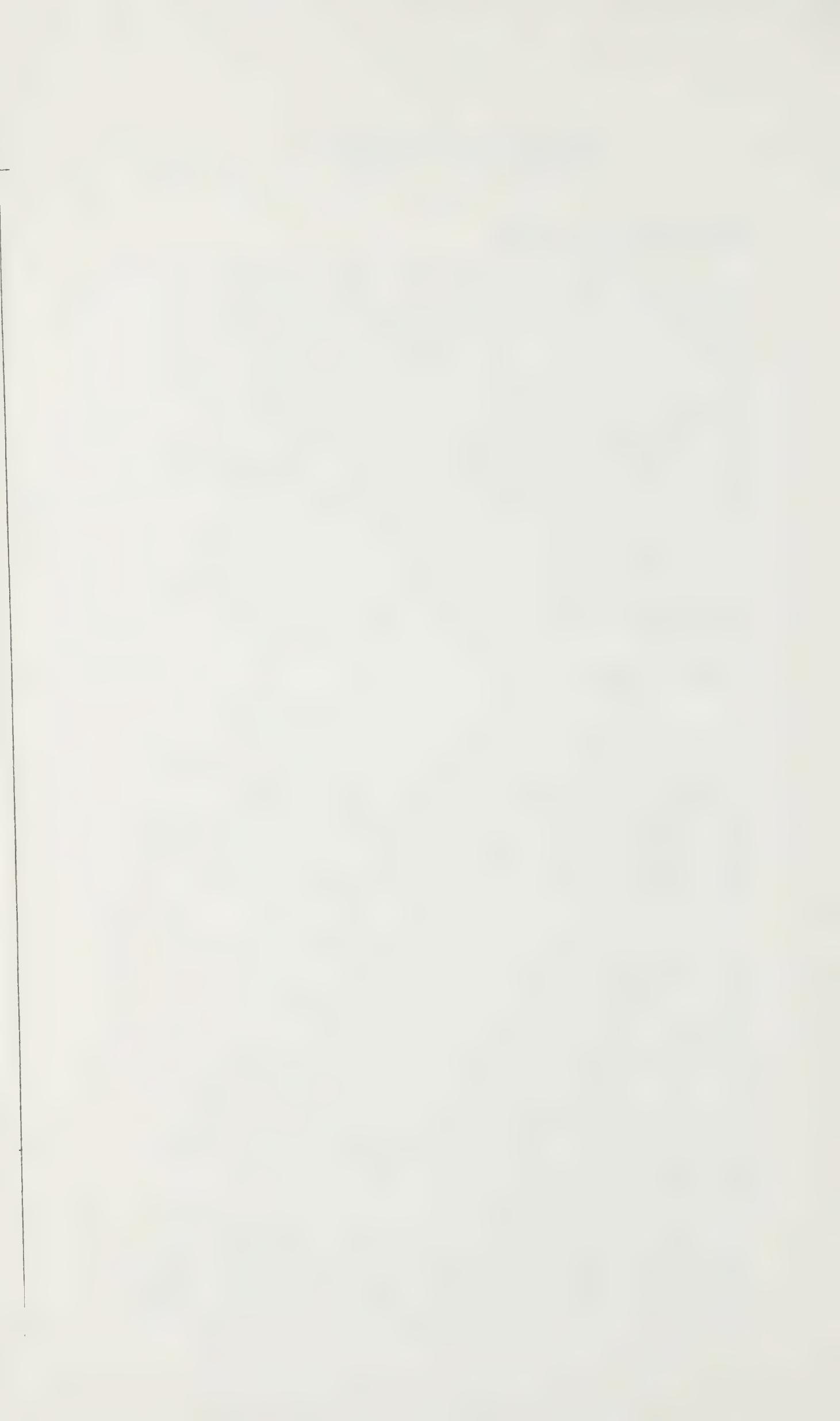
Tables III-11 and III-12

The following two tables contain a number of items which, hopefully, may provide some indication of the style in which the municipalities manage their affairs. Attempts to make judgements on the basis of this data, however, can be misleading and unfair to a municipality. Of course, many comments of municipal management may be gleaned from the preceding tables. Good management, for instance, is required for adequate but sensible capital financing, and for undertaking a level of expenditure which meets the needs of the community but without placing an unrestrained burden upon the rate payer. In addition, no figures can tell all. It is the reason behind the figures which are more worthy of examination than statistical comparisons themselves.

1. Tax Arrears:

Tax arrears are one of the first questions in the minds of most observers. To what extent does a municipality back up its decision to levy taxes with an ability to collect them? Or to put the converse, to what extent do members of the community greet their tax bills with an ability and (reasonable) willingness to pay? Municipal bond dealers, for instance, often ask this question when assessing loan repayment risk.

It may be, however, that a municipality levies its taxes later in the year, so that the year's-end tally looks deceptively poor as compared to other municipalities. Perhaps, much of the community is composed of farm or tourist operators, whose rewards come later in the year, and often irregularly from year to year. For these reasons, the non-current tax arrears (left over from previous years) may be more interesting. Perhaps even here, though, one municipality may write off uncollectable taxes faster than another. These are factors which bear inquiry.



2. Surplus:

The accumulated surplus, of course, is the amount by which revenues over the years have exceeded expenditures or other designated applications. It goes without saying that a surplus beats a deficit. It is not true in the municipal sphere, however, that the larger the surplus, the better the management. Indeed, most would argue that proper budgeting should seek to keep the surplus to a reasonable minimum. Because of its power to tax -- to take from private pockets of the rate payer for public purposes, with or without his full consent -- a municipality could increase its surplus more or less without limit. In its budget, though, the municipality should seek to take no more than is necessary to give effect to its decisions, and, if some is left on hand, to designate the intended purposes for which it is being held in reserve. Otherwise, a ratepayer might reasonably say that he would rather have that new suit or TV set, or at least, the interest on his money.

Although not designated as such, it is quite probable that most municipalities which accrue or roll over a sizeable surplus have worthy purposes in mind. They may see it as a working reserve - enough to tide them over without loans until the grants or the taxes come in. They may see it as a substitute for capital funds or reserve funds, and be willing to deplete it for capital purposes as the need arises. Again, the use of the technique, and reasons for it, bear inquiry.

3. Cost of Temporary Borrowing:

No municipality likes to pay the interest cost when temporary borrowing is made necessary. Yet temporary borrowing may be made necessary for any number of reasons. Again, the effect of a late levy, the lack of an interim levy, inadequate working reserve, slow payment of Provincial subsidies -- all these could necessitate temporary borrowing. In a few municipalities, a short-term loan from the local bank, often combined with the depletion of the surplus, is arranged instead of a long-term debenture debt, which carries the legal requirement of Ontario Municipal Board approval.

TABLE III-11. SOME INDICATIONS OF MUNICIPAL MANAGEMENT

MUNICIPALITY	TOTAL TAX ARREARS			NON-CURRENT TAX ARREARS			ACCUMULATED SURPLUS as % of Own Taxes 1974	INTEREST COST ON TEMPORARY BORROWING as % of Own Taxes 1974
	as % of Total Taxes 1974			as % of Total Taxes 1972				
	1972	1970	1970	1972	1970	1970	1974	1972
KEARNEY	33.9	32.7	34.2	14.5	15.6	17.9	10.8	(68.0)
PARRY SOUND	12.7	12.8	12.9	4.3	4.5	5.0	10.8	9.2
POWASSAN	6.2	7.9	13.2	1.7	2.5	4.8	47.5	(8.4)
TROUT CREEK	14.0	14.2	37.1	6.1	2.7	17.4	104.6	(12.2)
BURKS FALLS	27.5	52.5	46.9	16.1	35.1	34.4	112.5	185.8
MAGNETAWAN	19.9	18.8	20.4	6.3	5.3	11.8	88.6	49.2
ROSSEAU	10.1	29.7	35.0	1.8	16.4	27.0	18.0	(10.1)
SOUTH RIVER	17.4	24.3	58.2	7.7	13.5	43.8	28.6	6.8
SUNDRIIDGE	5.8	6.8	5.7	1.3	1.9	2.9	0.3	(0.6)
ARIOUR	12.0	14.9	17.2	3.8	3.4	6.9	3.5	44.9
CARLING	7.2	8.8	10.3	0.7	2.3	1.6	24.4	40.8
CHAPMAN	21.7	23.7	32.2	8.4	8.1	12.6	56.6	37.5
CHRISTIE	15.0	13.6	9.6	6.2	1.6	2.5	40.0	58.2
FOLEY	16.7	18.9	22.5	5.6	7.6	9.6	(1.6)	(14.7)
EAGERMAN	28.9	20.3	29.5	13.6	6.2	11.4	34.6	3.1
HUMPHREY	17.2	15.3	27.1	6.5	3.9	10.9	(0.3)	3.6
JOLLY	41.9	39.0	34.4	22.1	17.7	14.6	(2.7)	42.8
MACHAR	17.0	15.9	19.2	8.7	6.5	11.0	45.9	58.5
MC DOUGALL	32.0	25.5	30.2	16.8	14.8	18.8	14.6	23.9
MC KELLAR	30.4	37.6	46.7	4.5	8.3	16.1	22.4	41.2
MC MURRICH	13.6	20.7	23.4	2.6	5.2	5.5	75.9	83.9
NIPISSING	11.1	15.7	16.1	2.1	2.7	3.7	15.4	20.2
NORTH HINSWORTH	16.8	20.6	39.4	7.4	10.1	27.0	(16.5)	(26.4)
PERRY	17.0	20.8	21.4	6.6	5.1	7.3	8.5	(9.7)
RYERSON	24.7	22.1	28.7	13.1	6.6	12.3	39.2	41.9
SOUTH HINSWORTH	13.1	21.3	23.9	4.5	7.0	9.3	74.9	81.8
STRONG	9.1	11.0	13.5	3.6	3.9	6.6	4.5	21.9
TOTAL	16.2	17.4	19.9	6.2	7.3	10.2	18.3	17.0

NOTE: Dashes represent zero; figures in brackets indicate a deficit in that year.

SOURCE: Municipal Financial Information, 1974 and calculations from Financial Reports, 1972, 1970

As in the case of long-term liabilities, tax revenues which Council must use to repay interest on temporary borrowings are revenues which cannot be put toward other needs of the community. Hence the importance of the final column on Table III-11.

Table III-12 gives an indication of the reliability of municipal budgets in estimating annual expenditure, both for a selected few broad program areas and for the total municipal expenditure (excluding the education levy, but including the social and health boards' levies). As mentioned, the budget is an instrument which can explain to the ratepayers how their money will be used, and which can be used by both Council and staff as a guide in keeping track of expenditures as they accumulate throughout the year, and in avoiding over-expenditure.

TABLE III-12 ACCURACY OF MUNICIPAL BUDGETTING

MUNICIPALITY	OVER (UNDER) - EXPENDITURE AS % OF BUDGETTED EXPENDITURE				TRANSPORTATION			
	GENERAL GOVERNMENT		PROTECTION		1974		1972	
	1974	1972	1970	1970	1974	1972	1970	1970
KEARNEY	- 26.0	+ 15.8	+ 7.8	- 2.1	- 56.4	+ 11.1	- 40.2	+ 55.5
PARRY SOUND	- 3.7	- 5.0	+ 36.4	- 3.5	- 6.7	+ 25.0	- 3.4	- 15.4
POWAASSAN	- 12.5	- 5.7	+ 0.8	+ 0.3	- 3.0	- 4.7	- 4.5	- 18.8
TROUT CREEK	- 13.5	+ 9.1	- 18.7	+ 2.5	- 4.6	- 14.9	- 5.5	+ 11.2
BURKS FALLS	+ 4.0	- 2.6	- 13.7	+ 28.5	- 0.3	- 7.6	+ 1.1	+ 7.7
MAGNETAWAN	+ 93.5	+ 37.6	--	- 45.0	+ 19.5	--	20.6	- 20.1
ROSSEAU	+ 4.0	+ 26.8	- 9.1	- 69.5	- 29.6	- 32.1	+ 138.7	- 4.0
SOUTH RIVER	+ 19.3	+ 2.5	+ 1.5	- 24.0	+ 2.8	+ 12.4	- 8.0	- 18.6
SUNDRIKE	+ 6.8	- 13.3	- 5.5	+ 31.9	- 47.2	- 57.9	- 26.2	+ 12.8
ARIJOUR	- 2.0	+ 16.7	- 6.1	- 15.9	+ 13.2	+ 22.7	+ 0.8	- 25.2
CARLING	- 2.6	+ 8.7	- 11.9	- 28.1	- 30.5	- 59.4	+ 0.1	- 15.5
CHAPMAN	- 14.6	+ 21.7	- 10.6	+ 21.3	- 21.8	+ 300	+ 0.1	+ 0.8
CHRISTIE	+ 16.5	- 6.4	+ 33.8	+ 16.2	+ 11.0	- 56.8	+ 316	+ 5.9
FOLEY	+ 12.6	+ 24.2	- 6.8	+ 6.5	+ 3.3	+ 39.4	+ 5.9	+ 4.8
HAGERMAN	--	--	+ 0.2	--	--	2.7	--	- 1.5
HUMPIREY	+ 13.4	- 36.7	+ 0.7	+ 15.9	- 1.9	+ 1.0	+ 21.2	+ 6.9
JOLY	- 8.2	- 17.2	+ 12.6	--	--	--	+ 7.0	- 31.8
MACHAR	+ 7.5	+ 25.7	- 9.2	+ 400	--	+ 4.0	+ 3.7	- 8.8
MC DOUGALL	- 9.7	+ 2.7	+ 3.2	+ 18.9	- 22.8	+ 3.0	+ 7.5	+ 4.3
MC KELLAR	--	--	--	--	--	--	--	+ 2.5
MC MURRICH	- 13.0	+ 8.3	- 5.8	+ 45.6	+ 3.8	+ 7.0	+ 0.8	- 33.6
NIPPINGING	- 4.0	+ 3.5	- 10.6	+ 1.5	- 28.9	- 54.0	- 22.3	+ 1.7
NORTH HINSWORTH	+ 35.0	+ 24.1	+ 1.8	- 24.3	- 31.3	- 4.7	- 6.6	- 3.2
PERRY	- 23.6	+ 21.2	- 15.3	+ 22.9	+ 17.2	+ 24.4	+ 17.1	+ 1.3
RYERSON	+ 3.2	- 0.4	+ 15.1	- 4.1	- 27.6	- 41.2	+ 3.3	- 5.6
SOUTH HINSWORTH	- 6.6	+ 17.9	- 8.2	- 22.8	- 31.0	- 54.6	- 16.1	+ 15.4
STRONG	+ 10.3	+ 10.5	+ 1.8	- 39.3	- 22.0	- 21.6	+ 2.2	- 8.6

NOTE: Dashes indicate that no budgetted figure was reported by the municipality.

SOURCE: Calculated from Financial Reports, 1974, 1972, 1970

MUNICIPALITY	RECREATION & COMMUNITY			FINANCIAL			TOTAL (EDUCATION)			Minus EDUCATION	
	OVER (UNDER) - EXPENDITURE		% OF BUDGETTED EXPENDITURE	1974		1972	1970	1974			
	1974	1972	1970								
KEARNEY	+ 71.9	+ 92.5	+ 31.5	- 0.3	+ 12.5	--	- 14.6	+ 3.6	+ 9.0		
PARRY SOUND	- 9.8	- 22.1	+ 2.8	+188	- 2.7	+132.8	+ 1.3	- 12.1	- 1.1		
POWASSAN	+ 22.2	+ 35.7	+ 34.6	- 47.3	+ 4.7	- 9.8	+ 0.2	+ 6.0	+ 2.3		
TROUT CREEK	- 54.1	+ 11.5	(+1,200)	--	+1,000	+ 7.8	- 0.5	- 8.7	- 5.0		
BURKS FALLS	+ 28.6	+ 8.3	- 2.2	+ 9.7	- 10.0	- 4.7	+ 14.5	- 5.9	- 15.7		
MAGNETAWAN	+ 34.8	+ 0.2	--	- 40.0	+585	--	- 4.2	+ 7.0	--		
ROSSEAU	+280	+140.7	- 26.6	+ 20.2	+ 15.2	+218.5	+ 44.2	+ 26.3	+ 7.4		
SOUTH RIVER	+ 3.6	+ 39.9	- 5.9	+ 4.3	-142.9	+ 21.3	+ 1.2	- 1.0	+ 12.7		
SUNDRIIDGE	+ 33.9	+103.9	- 39.5	+ 12.1	+ 79.0	- 37.7	- 5.6	- 5.8	- 23.2		
ARMOUR	- 46.3	- 32.0	+ 74.5	- 66.8	- 15.3	+167.4	+ 3.1	- 20.1	- 3.1		
CARLING	- 47.9	- 37.6	--	+1,700	+ 27.9	- 26.2	- 3.0	- 12.3	- 1.1		
CHAPMAN	+ 38.8	+ 18.1	- 17.5	+ 1.0	+ 23.6	- 57.5	- 1.1	+ 4.2	- 4.0		
CHRISTIE	- 33.9	+ 33.9	- 50.4	+ 60.9	--	+127	+ 13.8	- 1.0			
FOLEY	+ 5.6	- 4.3	+139.6	- 67.8	+ 12.5	+ 9.4	+ 1.6	+ 15.4	+ 4.2		
HAGERMAN	--	--	- 26.0	--	--	+128.4	--	--	+ 5.8		
HUMPIREY	- 4.3	+1,700	+ 6.4	+ 15.1	+ 375	+ 87.3	+ 10.9	+ 22.3	- 16.6		
JOLY	--	--	--	+ 35.0	+167.4	- 2.5	+ 6.1	+ 4.4	- 5.0		
MACHAR	+ 15.0	--	--	+320	+ 5.0	+ 4.3	+ 6.4	+ 2.9	+ 2.9		
MC DOUGALL	- 27.5	+ 25.8	- 36.1	- 2.7	+177.4	+ 8.0	+ 19.3	+ 9.4			
MC KELLAR	--	--	--	--	--	--	--	--	--		
MC MURRICH	+ 6.0	+160	- 17.8	+ 39.8	+ 68.2	- 19.2	+ 1.3	- 14.1	- 25.0		
NIPISSING	+ 13.6	+327	- 9.1	+233	+ 42.0	- 1.2	- 14.8	+ 14.7	- 1.3		
NORTH HIMSORTH	- 29.6	- 26.6	+ 13.2	+120	+199	+ 89.0	- 5.4	+ 23.0	- 1.4		
PERRY	+244	+359	- 38.1	+ 28.0	+114	--	+ 16.2	+ 47.5	+ 0.5		
RYERSON	- 37.0	- 16.1	- 11.4	-615	+ 45.0	+ 91.5	+ 1.2	+ 0.5	+ 6.1		
SOUTH HIMSORTH	+ 24.5	- 16.5	- 0.7	- 48.5	+ 92.0	+646	- 12.2	+ 11.6	+ 10.2		
STRONG	- 44.4	+ 16.8	- 42.2	- 2.1	+ 2.7	- 3.4	+ 0.7	- 1.8	- 7.9		

CHAPTER IV - PATTERNS OF COMMUNITY AND
LOCAL GOVERNMENT REFORM

(a) INTRODUCTION

This concluding chapter attempts to tie together two dominant objectives of the District of Parry Sound Local Government Study. The first is the investigation of the nature of the Study Area's population, economic, servicing and administrative systems to discover what can be called "patterns of community". The first two chapters of this Research Report and the District Atlas show many examples of the geographical areas that have physical, economic or administrative similarities within them. These include watershed divisions, areas of similar geology or resource capability, school areas, telephone exchanges, inter-municipal agreement areas, hospital service areas, wards for the appointment or election of large social service agency boards, and areas with common road or water access. Not only will this analysis provide information into the "dynamics" of the Study Area (the set of patterns and forces operating) but it will also provide a reasonable basis for land use planning in the future, since land use and development are based very much on the geographical character of an area's people, resources and economic forces.

A second objective has been to examine the present organization of local government institutions in the Study Area and to look at alternatives if the present system does not appear to be as effective as it needs to be. The public meetings, group meetings and reports during the Study have all dealt in one way or another with the subject of present and future municipal institutions.

The Study Group has concluded that its recommendations to the Treasurer of Ontario and the municipalities and residents of the Study Area must reflect the results of both these examinations. In other words, any physical changes in the local government system must be realistic reflections of the patterns of community presently observable (and those likely to change) in the Study Area. Before proceeding with a short area-by-area summary description of the Study Area, these three observations reflect the Study Group's overall thinking at this time on the twin themes of "patterns of community" and municipal capability:

- Few municipalities in the Study Area have a sufficient population, assessment and geographical base to provide municipal services and comprehensive local policy making, that are required now and in the future. The unorganized townships have no municipal organization to provide a broad range of local services.
- Very few municipalities have boundaries reflecting present population, social and economic patterns. This is especially true of all urban municipalities and a number of related townships.
- There is no present District or local structure capable of assuming the complex, necessary and related responsibilities of land use planning, municipal servicing and economic development. None of the present planning areas contains within its boundaries all the impacts and patterns of interaction that enable comprehensive planning.

These observations are not new ones. The Ontario Municipal Board applications for west Parry Sound District, local briefs and discussions in some areas of the District, a report prepared for the Georgian Bay Archipelago area, the Proctor and Redfern analysis of planning and local government alternatives -- all these have spoken for and documented the need to match present demands and "patterns of community" with a more realistic set of municipal boundaries and responsibilities. Not all areas have advocated the seeking of a new system. Some municipalities and many residents in unorganized townships do not feel that the changes that may be required to strengthen municipal government are warranted. The major briefs and impressions the Study Group has received to date will be discussed area by area.

(b) PATTERNS OF COMMUNITY

This section attempts to tie together in summary form the various patterns and proposals that have come to the Study Group's attention. It is hoped this will produce discussion and comment by all interested individuals and groups.

1. Parry Sound District as a District:

The issue of Parry Sound District's viability as a political or administrative unit is related very much to the impacts on parts of it by North Bay, Muskoka District centres and Sudbury. The discussions of economic patterns, hospital and public health services, and Provincial administrative areas drew attention to the existing patterns. A suggestion in the Proctor and Redfern report (one of a series of alternatives for discussion) that the District's municipalities and unincorporated territory be joined with these larger centres is not acceptable to the Study Group or to District residents. However, there are some boundary issues that will receive consideration in the Study's final recommendations: the Callander area; the western townships of Conger and Humphrey; Novar; and the French River are examples. Despite the general suitability of the District as a unit, the large jump to a single local government which would coordinate municipal activities and those of the area-wide and District-wide special purpose agencies is not supported either by the Study Group, or by local municipalities or groups. What may be worth considering -- especially in establishing a structure for the issue of area-wide land use and economic planning -- is the topic **of** East-West separation. Much of the information and analysis in Chapter I and II of this Report support the fact that there is little interaction and many social and economic differences between the east and west portions of the District. The boundary between the two boards of education, with a small shift west to the Hagerman/Croft and McKellar/Spence township lines, is a good dividing line.

2. Local Patterns of Community:

The following list of areas is proposed, for discussion purposes, as one suggested set of "communities". Comments on the list are invited, since any consideration of municipal consolidation schemes -- not a new topic to District municipal discussions -- should be based on the present and likely future patterns of community. For simplicity's sake, whole townships are listed in most cases, although many township boundaries are not ideal lines between communities of interest.

WEST

- (a) Parry Sound Urban Area - Town of Parry Sound and parts or all of Foley, McDougall and Carling
- (b) South-west - Humphrey, Rosseau, east Conger, Christie
- (c) Central-west - based on Highways 124 and 520 - McKellar, Hagerman, McKenzie, Burton, East Burpee, Ferguson, Ferrie
- (d) Georgian Bay Archipelago - Highway 69 corridor - possibly divisible into several distinct communities, based on access and level of development
- (e) North-west Inland Area - some or all of Mowat, Blair, Brown, Wallbridge and unsurveyed territory east of CNR line

EAST

- (a) Argyle - Highway 522 townships - Patterson, Pringle, Hardy, East Mills, McConkey, Wilson
- (b) Powassan - centred area - North Himsworth, South Himsworth, Nipissing, Trout Creek, Powassan, Chisholm (parts)
- (c) South River - centred area - South River, Machar, Lount, Laurier, Ballantyne
- (d) Sundridge-centred area - Sundridge, Strong, Joly, Paxton
- (e) Magnetawan - Ahmic Lake - Magnetawan, Chapman, Croft, Spence, Ryerson (small parts)
- (f) Burks Falls - centred area - Burks Falls, Armour, Ryerson
- (g) South-east area - Highway 518 - Proudfoot, Bethune, Kearney, Perry, McMurrich, Monteith, Butt and McCraney

WEST

(a) Parry Sound Urban Area

It should be obvious that the area influenced and serviced by the Town of Parry Sound is large, and that the size and functions of the town are key to the local government system in the western portion. Discussions in the area over the past five years and more have taken two extremes, reflecting the indirect and the immediate influences of Parry Sound, respectively.

In 1969, the Town of Parry Sound, supported by Foley and McDougall Townships, applied to the Board for a large combined amalgamation - annexation to create a single municipality from nine municipalities and all or parts of six unorganized townships. Discussions among the six municipalities outside the applicant area resulted in a competing application, for three municipalities outside Foley and McDougall. Both sets of applications were the subject of heated public hearings and considerable opposition, especially from seasonal residents. The applicants were supported by planning and financial consultants' reports.

The first, Parry Sound-centred application was dismissed by the Board in November 1972, in part on the grounds that "when there is to be an extensive restructuring of local government such as these applications involve, it should be preferable, to say the least, that it should be by Act of the Legislature rather than by an order of this Board." A decision on the second set of applications had not yet been made when the Province announced, in August 1973, the initiation of the District of Parry Sound Local Government Study, in response to the District Municipal Association's request. The Board accordingly announced in September 1973 that it had dismissed the second set as well.

Recently, Parry Sound and McDougall have discussed a small annexation of McDougall, including the Parry Sound Mall and other areas immediately adjacent to the Town. The suggestion of this report is that an area somewhere between the two proposals above reflects the area directly involved in present economic and land use patterns. Foley and McDougall are in the joint planning area with the Town. The addition of Carling is proposed for discussion because of the great

implications for housing, servicing, commuting and land use of the Carling Industrial Park. Carling will no longer be a purely rural and recreational township if local expectations for the industrial park are realized.

(b) South-west

The orientation of Humphrey, Rosseau and inland Conger townships is a complicated question. Their close physical relationship with Muskoka (especially Humphrey) has been a popular point of discussion. The Crane Lake Association has suggested that Conger (especially the north and central portions) and Humphrey belong with Muskoka. The integrity of the Muskoka Lakes system can be countered with Humphrey's and Rosseau's participation in Parry Sound District upper-tier agencies and shopping and hospital use patterns, which show Parry Sound to be more important than Bracebridge or Huntsville. Even Freeman Ward (south of Conger, in Muskoka's Georgian Bay Township) is in the West Parry Sound Board of Education area.

(c) Central-west

The area suggested here is a set of rural and recreational townships, all served by the Parry Sound urban area for most service and employment needs. It is very similar in area to the "East Municipality" proposed in the counter-application to Parry Sound's annexation-amalgamation application. Highways 124 and 520 and the "Bunny Trail" following the CNR line towards Ardbeg form a circular route of access and interaction. The Magnetawan River goes through the north edge of the area, a point of interest in the Wah-wash-kesh Conservation Association's discussions with other groups on the Magnetawan system.

(d) Georgian Bay - Highway 69 Corridor

The shoreline and islands of the unorganized townships and unsurveyed territory fronting on Georgian Bay are the subject of Environmental Control, Planning and Local Government in the Georgian Bay Archipelago, a report prepared for the Sans Souci and Copperhead Association in May 1975. The author, Norman Pearson, proposed the establishment of a single township municipality for the 80-mile stretch of the Bay (except Carling Township). This area is sprinkled with several thousand cottages and a number of resorts and is covered by an interim

development control order administered by the Ministry of Natural Resources. Incorporation only of the islands and shoreline to a depth of 1000 feet, the area specified in the control order, was proposed.

The Study Group is in general agreement with the concept of incorporation of the shoreline-based seasonal communities into a municipal system. Discussions based on the Archipelago Report between the Georgian Bay Association and the Study Group have considered expanding the area eastward towards Highway 69 and including the access routes (road, river, rail) to the shoreline. Other points of interest include these: the great influence of Highway 69 on the level of development and boat traffic in the island and shoreline communities; the close relationship with the service centres such as Britt and Pointe au Baril that are both on the shore and on the highway corridor; the special organizational and electoral problems of a municipal system necessarily dominated by seasonal residents; and the desirability of several smaller municipalities rather than one long and discontinuous one. The association's desire to separate the cottage areas from the Parry Sound urban area, for municipal but not area-wide public services, is supported by the Study Group.

(e) North-west Inland Area

There is little permanent or seasonal cottage population in this area. Mowat and Henvey are connected to the Sudbury area for public health unit purposes and some Provincial services (e.g. District Office of Ministry of Transportation and Communications). This area will be affected by the improvement of the Lost Channel Road and the main direct connection with the Argyle area, making a circular route around Lake Nipissing and increasing access to lakes and rivers in the interior for Sudbury and area residents.

EAST

(a) Argyle Area

The six unorganized townships served by Highway 522, especially the four western townships centred on and covered by the Argyle School, are a fairly independent unit. Resources and recreation development may soon increase with the above-mentioned road link and continued improvements of Highway 522's surface and alignment. Most major public and shopping services are sought in North Bay (e.g. hospital care, health unit, major purchases, entertainment).

There have been some discussions of incorporation among residents of the area, although there is a consensus only that the area can and should be jurisdictionally separate from the Powassan area.

(b) Powassan-centred Area

The set of municipalities suggested as being within Powassan's influence (with the exception of North Himsorth) already participates jointly in a number of municipal services (library, arena, community centre, senior school area) all are experiencing some population growth from their proximity to North Bay's employment opportunities and its variety of services. The maps and analyses in this Report show some of the public services provided from North Bay - based agencies.

(c) South River-centred Area and (d) Sundridge-centred Area

Both these areas are served for most local purposes by their respective village centres. Access to South River and Sundridge from their respective rural areas is good. Each area is a compact and stable unit. Consolidation of each area has not been proposed by the municipalities but is thought to be relatively acceptable and a confirmation of existing patterns of interaction. The proposed limited-access Highway 11 bypass of both Sundridge and South River will make the planning of access and land use based on the present Highway 11 a joint concern.

(e) Magnetawan-Ahmic Lake Area

These townships are served by Magnetawan Village and are based on the recreational activities (cottaging and commercial tourism) of Cecebe, Ahmic and connected lakes. The Magnetawan-Chapman connection is very strong, including a shared municipal clerk-treasurer. A proposal for incorporation of the three-township area is supported by the two municipalities, the Neighick-Croft Area Association and the Ahmic Lake Association.

(f) Burks Falls-centred Area

Burks Falls is the location of retail and public services and some employment for Armour and Ryerson. The three municipalities share some services (library, arena, fire protection). However, the area for which Burks Falls provides other types of services (e.g. real estate, publishing, health unit office, senior public school, postal services, etc.) is much larger than

the two-township area. The uncertain economy of the area should be a factor in looking at planning administration here and in the area to its south.

(g) South-east Area

Most of the development in this five-township area connected by Highway 518 is between Sand Lake and Bear Lake. It contains a large number of cottages and commercial tourist establishments (mainly small cottage/cabin operations) and some permanent rural and village housing. Kearney, Sprucedale, and Emsdale are the main service centres, although Huntsville and Burks Falls provide most high-level goods and services (hospitals, most education, employment in manufacturing, professional services, shopping, etc.).

* * * * *

These areas are proposed in order to encourage detailed local discussion of the joint topics of (1) existing economic, social and administrative patterns in the Study Area, and (2) local government reform. The list is not a Study Group or Provincial proposal for consolidation. The final report of the District of Parry Sound Local Government Study will reflect the comments and reaction the Study Group receives to these suggestions and will contain their final conclusions.



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